

Social Security Bulletin

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No. 9

The New Zealand Social Security Program

*Trends in Old-Age Insurance and
Old-Age Assistance*

*Living Arrangements of
Old-Age and Survivors Insurance Beneficiaries
in St. Louis*

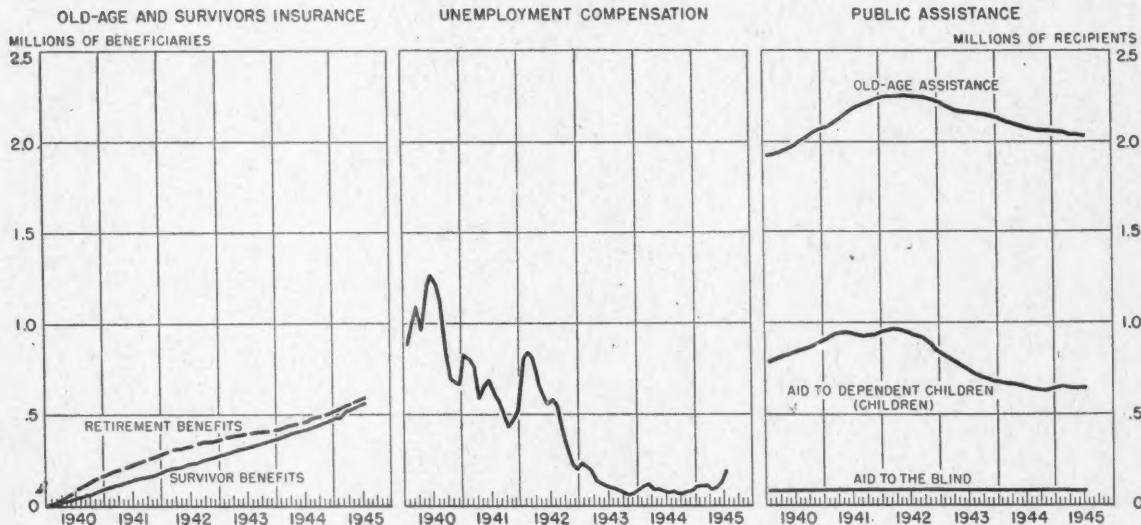
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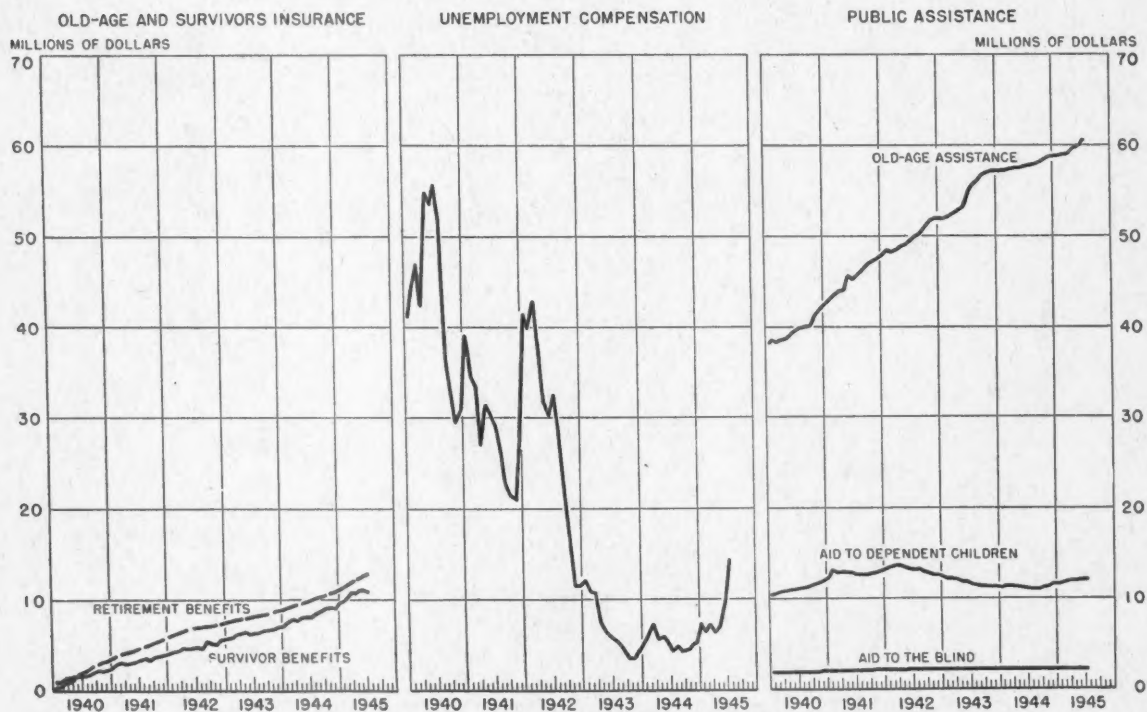
WASHINGTON, D. C.

Social Security Operations*

INDIVIDUALS RECEIVING PAYMENTS



SOCIAL SECURITY PAYMENTS



*Old-age and survivors insurance, beneficiaries for whom payments were certified and amounts certified during month; unemployment compensation, weekly average number of beneficiaries for the month and gross benefits paid during the month under all State laws; public assistance, recipients and payments under all State programs.



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Social Security in Review

President's Message on Reconversion Plans

President Truman, in his message of September 6 to Congress, outlined measures to meet the emergency problems of reconversion and to "achieve as full peacetime production and employment as possible in the most efficient and speedy manner." Stressing the problems of workers temporarily thrown out of jobs by the sudden change-over to peacetime production, he made his recommendations on unemployment compensation the first point in a 21-point program of proposed legislation.

"No matter how rapidly reconversion proceeds," Mr. Truman said, "no amount of effort or planning will be able immediately to provide a job for everyone displaced from war work. Obviously, displaced war workers cannot find jobs until industry has been regeared and made ready to produce peacetime goods. During this lag the Government should provide help . . . not only as a matter of justice and humanity, but also as a matter of sound business. Nothing would be more harmful to our economy than to have every displaced war worker stop buying consumer goods. And nothing would be more conducive to a large-scale cessation of buying than the feeling on the part of displaced war workers that all their income had stopped and that their remaining financial resources had to be hoarded."

The President called attention to the lack of unemployment insurance for Federal employees, employees of small firms, and officers and men of the merchant marine, and to the inadequacy in both amount and duration of the weekly benefit payments under many of the State laws.

Renewing the recommendation which he had made in his message to Congress of May 28, Mr. Truman urged that Congress "take immediate action to make good these deficiencies for the present emergency period of reconversion," with extension of cov-

erage to include Federal employees, maritime workers, and other workers not now insured and supplementation of State benefits to provide eligible workers in any State with 26 weeks of unemployment benefits in any one year, and a maximum weekly payment of not less than \$25 for workers who qualify for the maximum. This additional compensation should be provided through supplementary Federal emergency benefit payments, but all payments "should be made through the existing unemployment compensation machinery of the several States . . .

"If the Congress decides to take

this very necessary step," he added, "it will also wish to reconsider and increase the unemployment allowance provided for veterans."

Because there was "so much misrepresentation" about his earlier proposal, the President said, he wished to state categorically what this temporary proposal does not do. "It does not give every one \$25 a week. Under it, an applicant must be ready, willing, and able to work and must have earned wages high enough so that the percentage rate will yield this maximum figure.

"It does not federalize the unemployment compensation system . . . It is not intended to take the place of the permanent amendments to the unemployment compensation system

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which are now being studied by the Congress. It is an emergency measure designed to expand the present system without changing its principles. It is designed only to meet the immediate pressing human problems of reconversion.

"This recommendation is not to be confused with the broader question of extending, expanding and improving our entire social security program of which unemployment insurance is only a part. I expect to communicate with the Congress on this subject at a later date . . ."

In referring to the U. S. Employment Service, Mr. Truman said that the agency has "an important responsibility" in placing "demobilized veterans and displaced war workers in new peacetime jobs," which is the "major human problem of our country's reconversion to a peacetime economy . . . At present, this agency operates as a national and centralized system with a free flow of information among its offices. Under the 1946 appropriation act, the offices are to be turned back to the 48 States within 90 days after the cessation of hostilities . . . To make any decided change in the machinery to handle this problem now would . . . slow down the entire process of reconversion." Accordingly, Mr. Truman urgently recommended that "the Congress do not yet return the Employment Service to the States. Ultimately it should be so returned. However, it should be continued under Federal control at least until the expiration of the War Mobilization Act—June 30, 1947. I also recommend that its appropriation be increased by \$10 million for the current fiscal year . . . since personnel and facilities must be quickly enlarged to handle the rising tide of veterans and war workers who will be seeking jobs."

The President closed his message with the statement that he would "shortly communicate with the Congress recommending a national health program to provide adequate medical care for all Americans and to protect them from financial loss and hardships resulting from illness and accident. I shall also communicate with the Congress with respect to expanding our social security system . . ."

Postsurrender Lay-Offs

Unemployment benefit claims—initial, waiting-period, and compensa-

ble—totaled 961,000 in the week ended August 25, according to preliminary telegraphic reports received by the Board from State unemployment compensation agencies. This was three times the number in the week ended August 11, just before the Japanese surrender. Initial claims reached the highest point in the history of the system and were more than half again as many as in any previous week. Benefit claims were highly concentrated in a few States, and six—Michigan, New York, Illinois, New Jersey, California, and Pennsylvania—accounted for nearly two-thirds of the total claims load in the week ended August 25. Detroit had more claims than any other city, and more than half of all claims in Michigan. Chicago was next, with more than three-fifths of the Illinois total. Los Angeles rolled up nearly two-thirds of California's claims; New York City and Buffalo together had more than three-fifths of all in New York State; and Newark and Paterson accounted for nearly three-fourths of New Jersey's total.

These claims, particularly initial claims, reflected the lay-offs in the 10 days following the surrender of Japan, when some 1.8 million workers were let out. For the week ended August 31, on the other hand, lay-offs dropped sharply, according to a report of the War Manpower Commission, to an estimated 300,000.

While the total volume of claims filed continued to rise during the week ended September 1 and passed the 1-million mark for the first time in any week, initial claims dropped more than 20 percent from those in the preceding week. The increased volume of initial claims in the week ended August 25 was reflected in a 377-percent rise in waiting-period claims during the following week. There was little change in compensable claims, but the rise in waiting-period claims will undoubtedly increase compensable claims in subsequent weeks.

July in Review

In July, the month to which the regular series in this issue relate, claims for unemployment benefits were considerably above the numbers a year earlier, though still appreciably below prewar levels. Initial claims were one and a half times the July 1944 number and continued claims almost one and three-fourths times. The average weekly number of ben-

eficiaries—185,000—was 43 percent greater than in June and 182 percent above that in July 1944. Benefit payments in the country as a whole totaled \$14.4 million, almost half as much again as in June and 230 percent more than in July a year ago.

Veterans receiving readjustment allowances averaged 35,500 a week as against 31,800 in June. Each of nine States was paying more than \$100,000 a month in these allowances. New York State, with a higher weekly average number applying than in any previous month, estimated that relatively few discharged veterans were filing claims although the number reapplying for benefits after a period of employment had increased steadily.

In the civilian labor force, unemployment was estimated at 1.1 million in July, about the same number as in June. The number of employed persons—52.7 million—showed an increase of 600,000 from the preceding month. This figure is misleading, however, since it reflects the influx of students during vacation. There was actually a net decrease of some 400,000 adults in the employed labor force after V-E day, and the number of women engaged in their own housework increased by a million.

FEWER monthly old-age and survivors insurance benefits were awarded in July than in any month since February, yet the number—almost 37,000—was still considerably above the level of earlier months and almost half again as many as in July 1944. Benefits at a monthly rate of \$24.2 million were in force at the end of the month for 1.3 million beneficiaries. Both number and amount were 30 percent above those in July a year ago.

ALASKA began payments in July under its aid to dependent children plan, which was approved by the Board on July 31. Nevada is now the only State administering an aid to dependent children program without Federal funds.

Disbursements for assistance in July totaled \$81.4 million, about 5 percent more than in July 1944. There was little change from the pattern of preceding months. The number of recipients continued slightly downward in each program. The total amount of old-age assistance was slightly higher than in June, practically the same amount was ex-

pended for blind recipients, and that for aid to dependent children and for general assistance was somewhat less.

Tenth Anniversary

The tenth anniversary of the signing of the Social Security Act received widespread attention throughout the country and was officially recognized by the Governors of a number of States. Several cited the progress made in their States in caring for the needy aged and blind and dependent children, the bulwark provided by the unemployment reserve funds against the risks of unemployment, and the protection afforded the State's insured workers and their survivors under old-age and survivors insurance. At the

same time they called attention to the number of workers without protection under the insurance programs.

Governor Davis of Louisiana proclaimed August 12-19 as "Louisiana Social Security Week," declaring that "social security has become an effective force in the prevention and relief of misfortunes that come when earnings are cut off by unemployment, old age, blindness or death, and when children are deprived of care or support." He urged all citizens of the State "to acquaint themselves with the social security programs by attending local meetings on this subject during 'Social Security Week.'"

In New Mexico, Governor Dempsey also called for special observance of the tenth anniversary and proclaimed

the week of August 12 as "Social Security Week." He compared social security's "quiet but consistent battle against old age, ill health and unemployment" with the battle our soldiers were then waging "on world battle fronts for the American way of life," declaring that "In both these battles, victory is in sight."

Governor Williams of South Carolina commended the "achievements" of the social security program in South Carolina and said that it was his "hope and belief" that the future accomplishments would be even greater. Both Governor Williams and Governor Arnall of Georgia advocated allocation of Federal funds to the States for public assistance on the basis of the State's financial ability.

The New Zealand Social Security Program

By Jacob Fisher*

NEW ZEALAND'S social security program embodies the far-reaching objectives of universal protection against the hazard of income loss and the provision of medical care as a community service comparable to public education in availability and financing. Its achievements and shortcomings both hold many lessons for other countries.

The New Zealand Social Security Act became law in 1938. The cash benefits provided were for the most part already in existence, however, and the health benefits represented an extension of the principle of governmental responsibility for the citizen's health expressed in the public hospital system and in Dominion-aided maternal and child health services, which have undoubtedly contributed to giving New Zealand one of the best health records in the world.

Old-age pensions date from 1898, widows' pensions from 1911, Maori War pensions from 1912, and miners' pensions from 1915. Blind pensions have been paid since 1924, children's allowances since 1926. A program of unemployment relief was enacted in 1930 and one of invalidity pensions (absorbing the blind pension program) in 1936. In the variety of risks covered, the scale of benefits,

income-exemption features, and underlying philosophy, the cash benefits established by the 1938 act derive largely from this long history of governmental effort in the field of family security.

The health benefits departed more radically from existing practice, but many of the elements were not entirely unfamiliar. Before 1938 most New Zealanders went to private practitioners for medical care, but about one-fifth of the population was enrolled in friendly societies providing such care on a prepaid basis. Four out of five hospital beds were in public hospitals, under local management and supported largely out of local levies and Government subsidy, and out-patient departments functioned on a far larger scale than we have known in this country. Nine out of ten babies were born in hospitals. State aid provided half the income of the Plunket Society, active since 1907 in the field of infant and maternal health. Free health services in the school system were well developed by 1938; a health examination program had been instituted in 1912, dental treatment for school children in 1919, and a school milk program in 1937.

These precedents made the new program easier of adoption; they in no wise diminish the historic importance of the 1938 act, which reorgan-

ized the basis of social security financing, brought together in one comprehensive system the separate cash benefit programs, covered additional risks, liberalized benefit amounts and qualifying conditions for benefit, and established a health benefits program under which hospital and home medical care were to be made available to all persons irrespective of income.

Cash Benefits

The cash benefits part of the New Zealand program is best understood as an effort to put a floor under family income. This objective explains the universality of its coverage of risks and of population, use of an income test in determining eligibility, and relationship between the benefit scale and the level of the minimum wage.

Except for a vestigial program under local authorities, there is no public assistance program in the American or British sense of that term. The cash benefits system displays some characteristics usually associated with public assistance, other aspects, with social insurance. On the occurrence of specified risks, the system pays benefits at specified rates varied by risk, by number of dependents, and to some extent by the beneficiary's age and physical condition. With some exceptions, however, eligibility does not require evidence of attachment to the labor force. Benefit amounts are not related to previous earnings and are reduced or denied altogether to persons whose income from other sources exceeds the in-

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come-maintenance minimum. Benefits are adjusted to income, fixed amounts of income are exempted in the calculation of the benefit, and the poor-law concept of relatives' responsibility is completely absent.

The Social Security Act accounts for all but a small section of the Dominion's social insurance cash benefits. Work-connected injuries (except for permanent disabilities acquired by miners) are covered by the workmen's compensation program, administered by the courts. The Secretary for War Pensions has charge of benefits to veterans, members of the merchant marine, and their dependents and survivors. Programs for the retirement of aged or permanently disabled government workers and for benefits to their survivors are under the auspices of Dominion and local governments.

Eligibility Conditions

Occurrence of the risk, income, and property ownership are the principal conditions governing eligibility for benefit. The name of the benefit suggests the character of the risk which qualifies a person for the particular benefit.

Superannuation benefit.—Attainment of age 65.

Age benefit.—Attainment of age 60.

Invalids' benefit.—Attainment of age 16, not qualified for an age benefit, totally blind, or permanently incapacitated for work as the result of an accident (not covered by workmen's compensation), illness, or a congenital defect.

Widows' benefit.—Widowed with one or more children under age 16 (or under 18 if at school); or has had children and had been married at least 15 years at the time of husband's death; or was at least 50 years old at husband's death and had been married 5 years; other specified combinations of age and number of years married. For benefit purposes, deserted wives and wives of men in mental institutions are considered widows if they have one or more children under 16 in their care.

Orphans' benefit.—Full orphan, under age 16 (or under 18 if at school).

Family benefit.—Available to all families with one or more children under age 16 (under 18 if at school) and with a weekly income of not more than 105s. (110s. since October 1, 1944).¹

Sickness benefit.—Over age 16, temporarily incapacitated for work through sickness or accident (not covered by workmen's compensation), and suffering loss of earnings.

Unemployment benefit.—Over age 16, unemployed, available for work.

Miners' benefit.—Permanently and seriously incapacitated for work by pneumoconiosis contracted while employed as a miner, or permanently and totally incapacitated for work because of other diseases associated with the occupation; employment as a miner in New Zealand for 2½ years.

Maori War benefit.—Active service in any of the Maori wars.

Emergency benefit.—According to circumstances.

Some of these benefit types need explanation. The superannuation benefit is intended to absorb by 1970 most of the beneficiaries of the age benefit. It differs from the latter in disregarding other income, in the qualifying age, and in the benefit rate. The benefit was set at £10 a year in 1940, with provision for an annual increase of £2 10s. until the maximum of £84 10s. is reached in 1970, when both superannuation and age benefits are to be equal in amount. Miners' benefits and Maori War benefits differ from the others in requiring prior attachment to a particular industry or type of military service and in the lack of income qualifications. Their inclusion in the 1938 act is largely for historic reasons. The emergency benefit program is in a sense New Zealand's residual program, comparable to the general assistance program in this country. It accounts, however, for a far smaller proportion of social security expenditures, which may be taken as a commentary on the differences between the two countries in the scope of protection afforded by their respective systems.

There are no income qualifications for superannuation, miners', and Maori War benefits. In the other eight programs, nonbenefit income is taken into account in determining eligibility and establishing the benefit amount. A person who qualifies for

£ was \$3.06 in 1940 and has been fixed at \$3.24 since 1943. There are 20 shillings in the £ and 12 pence in the shilling. All monetary references in the article are to New Zealand currency, since the amounts of cash benefits and of exempt income are appropriately related to New Zealand wage levels and living costs rather than to American dollars.

benefit on the basis of the occurrence of a particular risk receives the full benefit if his income is below a specified amount, which we would term exempt income.

Exempt income in the age, widows', and invalids' benefits ranges from 30 to more than 100 percent of the benefit. The amount is discretionary in the sickness and unemployment program (table 1). When income exceeds the standard, the benefit is reduced by the amount of the excess; when income from other sources equals the sum of the benefit amount and exempt income, the applicant becomes ineligible.

For eligibility and benefit computation, the income must be currently available, not anticipated or imputed. The income of persons in the immediate family group—wife, husband, dependent children—is taken into account, but there is no assumption that other relatives should contribute. An applicant living with relatives who supply room or board or both will enter this fact on his application form, and the Social Security Department will credit him with the money value of the contribution (usually put at a low figure); but if the applicant states that the relatives are not providing room or board, or have been but cannot continue to do so, no inquiry is ordinarily made. Similarly, money contributions from relatives are credited as income received, but only if such contributions are actually made.

Property qualifications for benefit follow the income-requirement pattern in disregarding the value of property below a specified amount and in reducing the benefit, on the basis of a fixed scale, for property owned in excess of this amount, ineligibility being established when the value of the property reduces the benefit to zero.

Benefits to the aged, to widows at age 60 with no dependent children, and to invalids are reduced £1 a year for each £10 of property owned in excess of £500, exclusive of the value of home and furniture, interest on land or mortgages on land, or interest in any annuity or unmatured life insurance policy. The value of the accumulated property of a married applicant is the equivalent of half the combined properties of husband and wife. Discretionary reductions for property ownership may be made in the sickness, unemployment, orphans', and emergency benefit programs.

¹ The exchange rate for the New Zealand

In the treatment of both property and income the New Zealand program implies an intent to conserve the beneficiary's equity in resources needed for current living or for which some future use may reasonably be anticipated.

Income Levels Under the Program

The statutory rates of benefit and of exempt income are given in table 1. The benefit and exempt-income scales guarantee, in effect, a minimum income (the benefit rate) to all beneficiary groups, varied primarily by size and to some extent by risk (benefit amounts tend to fall into two broad groups—long-term benefits and short-term benefits), but the scales allow the total income of beneficiary groups to rise from about one-third to more than twice the benefit amount.

Since the principal purpose of New Zealand cash benefits is to sustain at least a minimum family income, it may be of some interest to indicate briefly the relation between the income level of beneficiaries and that of wage earners' families.

In March 1943, age, widows', and invalids' benefits averaged about one-fourth the average earnings of male production employees in manufacturing, and about three-eighths the minimum wage for male adult workers, fixed by the Arbitration Court "at a rate which will in the opinion of the court be sufficient to maintain a man, wife, and three children in a fair and reasonable standard of comfort."

This comparison does not, however, take into account the possession of nonbenefit income. Examination of the benefit and exempt-income scales suggests that, for families with four and five beneficiaries and with no other income, the benefit scale permits a standard of living from two-thirds to three-fourths of that purchasable by the minimum wage for adult males but about half that available to the families of men with average factory earnings. When other income is available, the scales of exempt income permit a total family income equal to the minimum wage for male adult workers and from two-thirds to three-fourths of the average wage in manufacturing.

During the war, the benefit and exempt-income rates were increased several times to compensate for the rise in living costs and to further the long-range objective of liberalizing the social security program.

Relation of Beneficiaries to Population at Risk

With broad risk and population coverage and relatively liberal income qualifications, New Zealand may be expected to show a rather high proportion of beneficiaries among persons experiencing a given risk.

In March 1944, three out of every four persons in New Zealand aged 60

or over were receiving either age or superannuation benefit. Probably more than half the widows under 60 were on the widows' benefit rolls. Data on the number of child survivor beneficiaries are lacking but, if it can be assumed that there was an average of one child beneficiary for every two widows receiving benefits, the proportion of children receiving benefits

Table 1.—Cash benefit rates, income limitations, average benefit, and number of beneficiaries, as of March 31, 1944

Benefit	Weekly rate	Exempt income	Maximum income permitted beneficiary	Average weekly benefit	Number of beneficiaries
	s. d.	s. d.	s. d.	s. d.	
Superannuation.....	16 9	(2)	(2)	6 9	49,289
Age.....				31 10	102,530
Nonmarried.....	32 6	20 0	52 6		
Married persons, both eligible.....	65 0	20 0	85 0		
Married persons, spouse ineligible.....	43 0	42 0	85 0		
Each child under 16.....	10 6				
Family group maximum.....	100 0	52 6	152 6		
Invalids' ¹				34 2	12,126
Male, with dependents.....	32 6	30 0	62 6		
Wife.....	10 6				
Each child.....	10 6				
Married woman.....	32 6	40 0	72 6		
Under 21, unmarried.....	22 6	20 0	42 6		
21 or over, no dependents.....	32 6	20 0	52 6		
Family group maximum.....	100 0	30 0	130 6		
Widows'.....				34 10	10,836
With children under 16.....	30 0	30 0	60 0		
Each child.....	10 6				
Without children.....	25 0	20 0	45 0		
Family group maximum.....	100 0	30 0	130 0		
Orphans'.....	15 9	0	15 9	20 6	412
Family.....	7 6			25 5	15,950
Each child under 16.....	(1)	105 0	(2)		
Family group maximum.....					
Miners'.....				36 3	795
Miner.....	32 6	(2)	(2)		
Wife.....	10 6				
Each child under 16.....	10 6				
Widow.....	20 0	(2)	(2)		
Family group maximum.....	100 0	40 0	140 0		
Sickness.....				(10)	4,446
Age 16-20, no dependents.....	10 6	(4)	(4)		
Others.....	20 0	(4)	(4)		
Wife.....	15 0				
Each child.....	10 6				
Family group maximum.....	80 0	(4)	80 0		
Unemployment.....				(10)	292
Age 16-20, no dependents.....	10 6	(4)	(4)		
Others.....	20 0	(4)	(4)		
Wife.....	15 0				
Each child.....	10 6				
Family group maximum.....	80 0	(4)	80 0		
Maori War.....	32 6	(4)	(4)	32 6	1
Emergency.....	(10)	(4)	(4)	(10)	1,915

¹ Annual rate in effect Mar. 31, 1944, was £17 10s. This rate is increased annually by £2 10s.

² No income qualification for benefit or fixed limit on total income.

³ Allowance of 10s. 6d. for ineligible spouse is discretionary. If allowance is not paid, allowable income may rise to 52s. 6d. Note that the maximum permissible income is the same as when spouse is eligible.

⁴ Discretionary with Department.

⁵ Totally blind beneficiaries may earn up to 60s. with no reduction in benefit. In addition the benefit will be subsidized to the extent of 25 percent of earnings, provided that total income does not exceed 92s. 6d., exclusive of benefit payable on behalf of wife or children. If beneficiary is a married woman and nursing or housekeeping service is necessary, allowable income may rise to 70s. at discretion of the Department.

⁶ Maximum, actual rate fixed by Department in

relation to other income.

⁷ No maximum on number of children for whom benefit may be granted.

⁸ If miner died while in receipt of benefit.

⁹ No limitation on either exempt or total income so far as benefit of miner, wife, or widow is concerned; if income (other than benefit) exceeds £2 a week, however, amount of benefit payable for children is reducible by £1 for each £1 of excess.

¹⁰ Not available.

¹¹ May not exceed actual loss of earnings.

¹² May rise to 100s. if applicant is a member of a friendly society or like society.

¹³ Discretionary with Department, but is usually as nearly as possible equal that payable for the type of benefit for which the applicant most nearly qualifies.

Sources: Annual report of the Social Security Department, 1943-44; statutes and regulations as amended.

as survivors may be estimated at a minimum of four in ten. At least one-third of all full orphans in New Zealand were in receipt of orphans' benefit. About 12 percent of all children under the age of 16 were being aided by the family benefit program.

Administration

The Social Security Department is the operating agency for all 11 cash benefits. The Department's chief local officer is the registrar, under whom are district agents located in the smaller towns. In 1943 there were 19 registrars in as many major cities, and 29 district agents.

Application for benefit is made on a designated form, which may be sworn to before the registrar or the district agent or other authorized officer of the Department, or, in more sparsely populated areas, before a justice of the peace, notary public, member of the legislature, solicitor, clergyman, clerk of court, postmaster, or constable. If submission in person at the local office is not convenient, the application may be mailed to the district office.

The local officer verifies by interview and correspondence the information contained in the application. If there is a reference to wage or salary income, he sends the employer an inquiry form requesting a statement of earnings. Ownership of real property is checked with the district office of the Land and Deeds Department.

When the required information is at hand, he forwards the application and the forms and other materials bearing on eligibility to the chief officer in Wellington together with his recommendation.

Discrepancies observed in Wellington in the application are referred to the local officer for explanation. The incidence of such cases is said to be small and willful misrepresentation negligible. There is a severe penalty for false statements, but of even greater importance are the wide knowledge local officers are supposed to have of the circumstances of beneficiaries, the cooperation inspired by the relatively generous provisions for income exemption, and the liberal spirit in which the program is construed by the Department.

Qualifying conditions relating to age, marital status, number of children, loss of earnings, income, property, and residence are established

largely on the basis of the application statement and inquiries made by local officers. Other conditions of eligibility involve other procedures. An application for sickness benefit must be supported by a certificate from a registered medical practitioner chosen by the applicant. If there is any doubt as to incapacity, the Department may request another physician to review the certification. Medical certification for invalids' or miners' benefit is made by a physician designated by the Department. An unemployment beneficiary must register with the National Service Department (before the war, with the State Placement Service of the Labor Department) and maintain eligibility by renewing his registration periodically. Supervision of the latter requirement is facilitated by the fact that in some of the smaller towns the Social Security Department represents the National Service Department; in other places the two Departments work in close cooperation. No benefit is paid until the placement officer has certified that the beneficiary has renewed his registration.

All decisions on the granting of benefit are made in Wellington, although in the more urgent situations, principally unemployment and sickness, the local officer can authorize a grant in advance of review by the central office.

When application for a grant is approved, the beneficiary receives a benefit certificate, which sets forth the particulars of the benefit, including name, amount, period of validity, and office at which benefits will be paid. Recertification is made annually for long-term benefits, more frequently for short-term benefits.

On the due date the beneficiary presents his certificate at the local social security office or, in small towns or villages, at the nearest post office and, on satisfying the officer of his identity, receives the benefit in cash. The date of the payment is entered on the certificate, which is then returned. A beneficiary who cannot call in person for his benefit may ask that an agent be appointed to receive payment on his behalf.

If there is any change in status affecting the benefit amount, the benefit certificate must be forwarded to the Department, where it is amended or canceled as circumstances dictate; if not canceled, it is returned to the beneficiary. When the last installment covered by the period of validity

is paid, the paying officer retains the certificate, and a new certificate is issued by the local registrar if eligibility status has not changed.

Benefit is discontinued when non-benefit income exceeds the sum of the benefit rate plus exempt income, when the value of the property owned exceeds specified limits, or when any of the qualifying conditions related to the risk (unemployment, disability, widowhood, and so on) disappear.

Health Benefits

The major aim of the health benefits, in the words of the Director-General of Health, "is in effect to ensure that in the treatment of the sick the economic circumstances of the individual patient will cease to be a consideration either from the viewpoint of patients or of those actually rendering the services."² Individuals are free to continue making their own arrangements, but it was expected that the great majority, as in the field of education, would use the tax-supported public service. All residents of New Zealand are entitled to the health benefits, and eligibility is not conditional, as in most of the cash benefits, on an income test.

It should be made clear at the outset that, with some exceptions, the health benefits are not health services rendered directly by the Department of Health, the administrative agency. They represent, rather, provision for payment for specified services offered by medical practitioners (including nurses, radiologists, and masseurs), pharmacists, and hospitals under arrangements set forth in law and regulation.

To date, eight classes of benefit have been made available: medical (treatment by a general practitioner), hospital in-patient, hospital out-patient, maternity, pharmaceutical, X-ray, massage (physical therapy), and district nursing.

Medical Benefits

Medical benefits generally include all proper and necessary services of general practitioners except those provided under other benefits (e. g., maternity benefits), services in workmen's compensation cases, treatment of venereal disease in a communicable form, extraction of teeth, administra-

² Report of the Director-General of Health, New Zealand, for the year ended 31st March, 1939, p. 11.

tion of an anesthetic to patients of another doctor, and medical examination to obtain a medical certificate. The services of a specialist were originally wholly excluded from benefit; under a 1942 amendment such services were made reimbursable but at the same rate as the general medical benefit under the fee-for-service plan, described below.

Medical benefits are provided under alternative methods of payment—capitation and fee-for-service. A few persons in sparsely settled areas receive the services of a salaried physician under a third arrangement; 16 doctors were providing such general practitioner service at the end of 1943.

Under the capitation method, a person seeking medical service fills out an application form obtainable at any district health office or post office and takes or sends it to the doctor he chooses. If the doctor accepts the patient, he signs the form and mails it to the district medical officer, who issues a medical benefits card to the patient as evidence of his right to treatment and records the patient's name on the doctor's patient list. Monthly the physician receives a statement of additions to and separations from his list. Payment is made monthly at the annual rate of 15s. per patient, plus certain mileage fees.

The doctor is obligated to provide suitable office and waiting-room accommodations, maintain regular office hours, visit patients unable to come to the office, write prescriptions, issue medical certificates for social security purposes, and answer all reasonable inquiries from the medical officer concerning treatment. Both patient and doctor may terminate an agreement by formal notice under procedures established for that purpose.

Most general practitioner services, however, are provided under the fee-for-service plan. This arrangement does not involve any contract with the Health Department, and payment may be made in one of three ways. The physician may bill the Health Department monthly for payment at the Government-established rate per unit of service (uniform for all types of service), submitting forms signed by the patient certifying to the service given; he accepts the Government rate in full payment of the services rendered. The second method differs from the first in that the doctor charges the patient a fee over and above the standard fee payable by the

Government, i. e., the Government rate is not accepted in full payment. No doctor has to accept the official fee in full satisfaction of his charge, but, except in special circumstances, he cannot recover by legal process any charge in excess. Under the third method, the doctor bills the patient monthly, as in private practice, charging either the Government rate or a larger fee. In either case, the patient pays the doctor directly and sends the receipt to the post office for a refund at the Government rate. Direct claims on the Social Security Fund by doctors, with or without an additional charge to the patient, are becoming increasingly common because of the simplicity of collection.

The Government rate is 7s. 6d. per visit, whether office or home; it is raised to 12s. 6d. for Sunday or night visits. Though the 7s. 6d. fee is smaller than the 10s. 6d. which the New Zealand Branch of the British Medical Association claims is the customary fee for general practitioner service, the Government regards it as adequate remuneration when bad debts under the old arrangement, and the variety of attendances for which fees are payable, are considered. The doctors' average income has increased substantially under the medical benefit system.

Hospital Benefits

Hospital in-patient.—Hospital benefits are not specifically defined in the act or regulations, and the benefit does not confer any rights to receive hospital treatment. It provides, in effect, that a patient may not be charged for treatment in a public hospital and that payments by the Social Security Fund on behalf of patients in duly licensed private hospitals shall be accepted in partial satisfaction of the expenses for treatment. Treatment includes active medical and surgical services, isolation or physical restraint under medical supervision, and medical observation or examination, including laboratory and X-ray examinations for patients in public hospitals. There is no restriction on the type of hospital used. The benefit applies to treatment in general hospitals, tuberculosis hospitals or sanitariums, hospitals for infectious diseases, mental hospitals, and approved hospital wards in homes for the aged. There is no limitation on the period of hospital stay subject to benefit.

Payment is made directly to the hospital at the rate of 9s. a day (6s. before April 1943). For treatment in State mental hospitals, payment is made annually in a lump sum related to the amounts collected from or on behalf of patients under arrangements in effect before the inauguration of benefits.

Hospital out-patient.—This benefit ensures free care to out-patients of public hospitals for all medical, surgical, or other services except dental treatment, laboratory services for bacteriological or pathological purposes, and services subject to other benefits. Payment, which must be accepted in full satisfaction of charges, is on a lump-sum per annum basis equivalent to 60 percent of the hospital's expenditures for salaries and materials on behalf of out-patients.

Maternity Benefits

Maternity benefits cover care in maternity hospitals under public or private auspices, the services at home of an obstetrical nurse, and physician's services. The maternity benefit is payable for the day or days of labor and for 14 days after the birth of the child. For hospital treatment received before or following that period, hospital benefits may be payable. The patient has free choice of type of service desired, and completion of the service is designated by her signature on the claim for payment submitted to the Health Department by the medical practitioner or hospital. The standard rate of payment to a hospital is £2 5s. for the day or days of labor and 12s. 6d. a day for the following fortnight. If confinement is in a public hospital, an additional fee of £2 is allowed for medical attendance. The physician attending a woman in a private hospital or at her home receives £6 6s. for his service, somewhat less if fewer than five antenatal attendances are rendered, £4 4s. if no antenatal attendance is given. For specified special services he may charge the patient an additional fee. An obstetrical nurse who delivers a woman in her own home receives £2, plus 13s. for each day in which she lives at the patient's home during the succeeding 14 days. Payments must be accepted in full satisfaction of all services, although a private hospital may impose an additional charge on the patient according to a schedule negotiated

with the Department of Health, and an officially recognized obstetrical specialist may charge a reasonable fee in addition to those payable from the Fund.

Other Benefits

Pharmaceutical.—Popularly known as "free medicine," this benefit provides patients with such medicines, drugs, appliances, or materials as are prescribed by a medical practitioner or the out-patient department of a hospital and are included in the Drug Tariff issued by the Department of Health. Prescriptions may be filled by any pharmacist under contract with the Health Department. The patient's signature on the back of the prescription blank constitutes a receipt for the items prescribed. Payment is based on a schedule of prices and rules issued by the Pharmacy Plan Industrial Committee, an official body which controlled prescription prices even before 1939. Bills are submitted semimonthly to the Department by the pharmacist, with the prescriptions that have been filled.

X-ray.—Payment for X-ray diagnostic services by recognized radiologists or by public hospitals is made in accordance with a schedule set up by regulation. Claims are made directly to the Department of Health on a form signed by the patient and certified to by the practitioner recommending the service. If private radiologists charge the patient fees above the standard rate, the fees must be within limits set by the Department and must be posted in the practitioner's office.

Massage.—Massage treatment, which corresponds in general to what we call "physiotherapy," is subject to benefit only if recommended by a medical practitioner. The Social Security Fund will not pay for more than 4 weeks' treatment on a single recommendation. Payment is based on individual contract with the Department of Health, at the rate of 3s. 6d. for each treatment. Any additional fee charged the patient by the masseur cannot be more than 3s. 6d. for each treatment at his office or 7s. elsewhere.

District nursing.—Visiting nurse service, the latest health benefit to be introduced, is still in the course of development. Under the regulations the Social Security Fund reimburses the Health Department, public hospitals, and recognized voluntary asso-

ciations for salary and other direct costs of nursing service provided by them to patients in their own homes. Conditions of employment and areas of work of district nurses must be approved by the Health Department to make the operating agency eligible for reimbursement. There are approximately 200 visiting nurses in New Zealand, all of whom are expected to be brought within the district nursing program soon.

Relationships With the Medical Profession

It is clear that the health benefit program involves fundamental changes in the distribution of medical care. This factor and the necessity to negotiate arrangements with the suppliers of the services, as well as opposition by the principal physicians' organization to some phases of the program, help explain the piecemeal introduction of the benefits and their incomplete character today, 7 years after the passage of the original act.

The benefits requiring the fewest changes in current practice were the first to be inaugurated: care in mental hospitals (April 1, 1939), the loss in patient fees being covered completely by lump-sum subsidy from the Social Security Fund; maternity benefits (May 15, 1939), providing payment for a well-defined service eminently suited for remuneration on a fee-for-service basis and presenting few administrative problems; hospital in-patient benefits (July 1, 1939), a benefit which met with general approval from public hospitals because it substituted a 6s. per diem payment for each occupied bed for an average per diem income from patient fees of 2s. 8d., amounting to an estimated initial saving of £200,000 per annum to local authorities.

The remaining benefits did not come into effect until 1941, 1942, and 1944, largely because of the refusal of organized physicians to accept the Government's proposals for a general practitioner service, on which some of the supplementary benefits depended. The capitation method of payment for general practitioner service was inaugurated March 1, 1941, but was accepted by only a small group of doctors; hospital benefits for out-patients, on the same day; pharmaceutical benefits, May 5, 1941; X-ray diagnostic services, August 11, 1941; a fee-for-service method of payment for

general practitioner service, alternative to the capitation method, November 1, 1941; massage benefits, September 1, 1942; and district nursing, July 1944.

The New Zealand Branch of the British Medical Association particularly disapproved of the "contract basis of service" used in providing general practitioner and maternity benefits. Few doctors responded to the formal offer of contract for maternity benefit made April 1939 by advertisement and circular, although the great majority of private hospitals and obstetrical nurses did. After further negotiations with the BMA, the act was amended in September 1939 to eliminate the individual contract provision as it applied to the services of a general practitioner in maternity cases, and in October a new arrangement came into effect providing for payment to the doctor at a standard rate on certification that service was rendered. Few general practitioners have refused to come in under the new procedure, and the Department of Health publishes their names for the information of the general public.

Controversy also marked the Government's effort to introduce a general practitioner service on a capitation basis. Fewer than 50 of the approximately 800 general practitioners in the Dominion signed up in response to the offer of contract made early in 1941, to be effective March 1. Their reluctance has been attributed partly to objections based on the experience of Great Britain, whose capitation fee was considered insufficient by New Zealand standards. Fear was expressed that the Government's method would lead to excessively large panels, skimping on medical attendance, abuse—that is, excessive demand for service—by the patient, 24-hour a day 7-day a week duty by the doctors, and deterioration of the quality of service because a uniform capitation fee provides no direct financial reward for skill and experience.

Faced with this unyielding attitude, the Government put through an amendment in October 1941 establishing a fee-for-service procedure effective November 1. The BMA instructed its members to charge their regular fee, leaving to patients the responsibility of obtaining by refund the Government-fixed fee; in other words, to ignore as far as possible the health benefit program. (They cannot

shut it out altogether, of course, since the doctor who charges the patient the full fee is legally obliged to give his patient a receipt enabling the latter to collect the statutory refund.) The large majority of New Zealand physicians in subsequent months undertook to provide service on a fee-for-service basis, but the particular method of charging proposed by the BMA has not proved popular. Patients resent being billed when the Government is supposed to pay all doctor charges, and they object to being required to make application for refunds. According to recent reports, more and more doctors are obtaining their payments directly from the Fund.

There is some evidence that physicians are increasingly dissatisfied with the negative position of the BMA. Experience in operation of the plan, the intense interest displayed in all English-speaking countries in the Beveridge report, the acceptance by the British Government in its White Paper of the principle of a universal "free" medical service, and the willingness of the BMA in Great Britain to discuss the details of such a service with the Government have all contributed to the growth of opinion favoring cooperation with the New Zealand Government in its health program objectives.

Few difficulties, on the other hand, were experienced in developing contractual relationships with other groups furnishing medical services. Local hospital boards welcomed the hospital benefit for the financial security it provided. Private hospitals, with very few exceptions, are maternity hospitals; by the end of the first year of the program all but 3 of the 189 private maternity hospitals in the Dominion had contracts with the Department of Health to supply maternity benefits. Of the 201 under contract on March 31, 1943, 31 accepted the social security fee in full payment of the service rendered, 139 were permitted to make an additional charge to the patient, and 31 had the right to charge the patient for accommodations not covered under the contract. Almost every obstetrical nurse and registered masseur is under contract to provide maternity and massage benefits, and by March 1943 all but 5 of the 558 retail pharmacists in the Dominion were participating. All visiting nurses, as noted, are expected to participate in the district nursing plan at an early date.

Relative Success in Attaining Goals

To what extent has the health program achieved its objective—elimination of ability to pay as a factor in the distribution of medical care?

A completely satisfactory answer is not possible because information is lacking on the total volume of medical care in New Zealand and its relative distribution among the several income classes. For some fields of service it is possible to strike a balance, because the relevant data are at hand. Inspection of recent annual figures on births and on the number of maternity benefits paid suggests that very few babies are born outside the maternity benefit program. All patients in public hospitals and all patients in private hospitals other than purely convalescent homes receive the hospital benefit. Since March 1941, all treatment in out-patient departments of public hospitals has been without direct charge.

The extent to which the general practitioner, pharmaceutical, X-ray, massage, and district nursing benefits cover total expenditures for these services is more difficult to judge. At the end of March 1943 only 5 percent of the population was under the capitation system for general practitioner service. The fee-for-service system accounted for 82 percent of expenditures for general practitioner benefits in 1942-43. If the BMA is correct in its claim that 10s. 6d. is the usual fee for a general practitioner service, then the cost to the Social Security Fund, which averaged 7s. 7d. per service in that year, meant that the Fund covered about 70 percent of the cost of general practitioner services rendered under the health benefit program. This proportion may be an understatement, since all doctors do not charge the patient an extra fee.

There are no published clues to the relative place of the other benefits in total expenditures for the specified service. As mentioned, however, the suppliers of pharmaceutical and massage benefits represent all but a negligible proportion of the pharmacists and masseurs in the country.

For the year ending March 31, 1944, per capita expenditures for all health benefits were £2 18s. 1d., distributed among the several benefits as follows: hospital (including out-patient), £1 6s. 6d.; general practitioner, 14s. 4d.; pharmaceutical, 9s. 4d.; maternity, 6s. 3d.; X-ray, 1s. 4d.; massage, 4d.

Financing the Social Security Program

Source of Funds

Expenditures are financed on a pay-as-you-go basis from a 5-percent income tax on individuals and business firms and a universal social security registration fee, supplemented by a deficiency grant from the general funds of the Dominion Government. The Land and Income Tax Department collects the income tax and registration fee.

Social security charge.—The 5-percent income tax, known as the social security charge, is deducted at the source in the case of wages or salary and is payable quarterly for other income. The income taxed is gross income, with no exemptions or deductions for dependents. For self-employed persons and companies, however, the taxable income is net income; the law and regulations permit deduction of necessary business expenditures, depreciation, and business losses. Not liable for the charge are cash benefits under the social security program, war-service pensions, workmen's compensation, pay received by members of the armed forces, and payments from other specified sources.

The burden of the deduction from wages or salary, maintenance of records, and payment is on the employer. Neither the Social Security Department nor the Land and Income Tax Department keeps records of taxes paid on the earnings of particular individuals; benefit eligibility is not conditioned on the payment of the tax. Employers' records are subject to inspection, however, and the Social Security Department may, at its discretion, refuse to make a grant or allow a reduced amount if default is made in payment.

For income other than wages or salary, all persons except totally disabled 1914-18 war pensioners, and all firms, must make an annual declaration in May for the year ended the preceding March.

Registration fee.—The registration fee is a head tax for which all persons 16 years and over, with some exceptions, are liable. The fee is 5s. a year for women and for men aged 16 to 20, and 5s. per quarter for all men over age 20. On reaching age 16, all persons must register, usually at the local post office, and obtain a registration fee coupon book. The fee may be

Table 2.—Receipts of the New Zealand Social Security Fund, by source, fiscal years 1939-40 through 1943-44¹

Source	1939-40	1940-41	1941-42	1942-43	1943-44
Amount					
Total.....	£11,367,117	£13,967,823	£14,687,682	£16,013,640	£17,492,084
Social security charge.....	8,860,920	10,109,577	10,432,314	11,624,046	12,796,108
Wages and salaries.....	5,540,643	6,174,092	6,488,691	7,548,391	8,561,578
Company income.....	658,373	1,107,338	1,282,500	1,403,475	(?)
Other.....	2,661,904	2,828,147	2,661,123	2,672,180	(?)
Registration fee.....	635,440	604,179	605,222	540,921	551,064
Transfers from Consolidated (general) Fund.....	1,809,367	3,200,000	3,600,000	3,800,000	4,100,000
Penalties and miscellaneous.....	61,390	54,067	50,146	48,673	44,912
Percentage distribution					
Total.....	100.0	100.0	100.0	100.0	100.0
Social security charge.....	78.0	72.4	71.1	72.6	73.2
Wages and salaries.....	48.7	44.2	44.2	47.1	48.9
Company income.....	5.8	7.9	8.7	8.8	(?)
Other.....	23.4	20.2	18.1	16.7	(?)
Registration fee.....	5.6	4.3	4.1	3.4	3.2
Transfers from Consolidated (general) Fund.....	15.9	22.9	24.5	23.7	23.4
Penalties and miscellaneous.....	.5	.4	.3	.3	.3

¹ For fiscal years ended Mar. 31. Excludes balance carried over from previous year.
² Not available separately.

Source: Annual reports of the Social Security Department.

paid at the post office, and the receipted stub of the coupon constitutes proof of payment. Coupon books are in general renewable every 5 years.

Income of the Social Security Fund

In 1938 the Government estimated that the cost of the program would be divided more or less equally between general revenues and the receipts of the two earmarked taxes. A contribution of as much as 50 percent from general revenues has not been necessary, however, because the yield of the income tax exceeded the Government's expectations. About £7 out of every £10 of Fund revenue in the fiscal years 1940-41 to 1943-44 came from income tax, a little more than £2 from general revenues, and the balance from the registration fee and miscellaneous sources (table 2).

Fund receipts increased approximately 54 percent between 1939-40 and 1943-44. Since the contribution from general revenues is in the nature of a deficiency appropriation, this rise reflects in part a growth in expenditures. The income-tax yield rose 44 percent, roughly corresponding to the rise in aggregate private income under the impact of the war. The Government contribution more than doubled.

Social security taxes play a relatively large role in the Dominion's total tax program. In 1939-40, receipts from the 5-percent income charge and the registration fee accounted for 18 percent of tax collec-

tions of both the National Government and local authorities. This ratio declined to 12 percent in 1943-44 because of the more pronounced growth in other tax revenues during the war.

Expenditures of the Social Security Fund

Expenditures under the social security program increased 63 percent between 1939-40 and 1943-44 (table 3). Some of the increase was due to the introduction of superannuation benefits in 1940, extension of the family benefit program to the second child in a family in 1940 and to the first child in 1941, and several increases since 1939 in the scale of most cash benefits. The most important single factor, however, has been the health benefit program, outlays for which

quadrupled between 1939-40 and 1943-44.

In 1943-44, cash benefits took 70 percent of all expenditures, health benefits 27 percent, and administration 3 percent. Almost three-fourths of all cash benefit expenditures went to the aged (table 4). Among the health benefits, expenditures for hospital benefits bulked largest and were almost twice the total spent for general practitioner services (table 5).

Social security expenditures accounted for 15 percent of all Dominion Government outlays in 1939-40 but declined to 8 percent in 1942-43 because of heavy spending for war. The proportion which cash benefits represented of aggregate private income remained relatively stable, however. In the first 4 years of the program, cash benefits constituted between 4 and 5 percent of all private income received in the Dominion.

The Significance of the New Zealand Program

Many countries have ventured as far as New Zealand in the quest for social security; very few have produced results quite so challenging. In rejecting as unnecessary and inequitable the division of the population into classes—one to be aided by social insurance and one by public assistance—it avoided at the outset many troublesome questions raised by the differences in treatment inherent in such a division. It has demonstrated that universality of risk and of population coverage is administratively feasible; its experience thus far indicates that the cost need not be an excessive burden on the national economy. This universality has been achieved by going

Table 3.—Expenditures of the Social Security Fund, fiscal years 1939-40 through 1943-44

Year ended March 31	Total	Cash benefits	Health service benefits	Administration
Amount				
1939-40.....	£10,843,217	£9,337,243	£1,056,699	£449,275
1940-41.....	12,624,284	10,405,460	1,776,685	442,139
1941-42.....	13,531,289	10,703,239	2,435,588	392,462
1942-43.....	15,950,674	11,711,465	3,721,179	518,030
1943-44.....	17,633,746	12,397,773	4,726,680	509,293
Percentage distribution				
1939-40.....	100.0	86.1	9.7	4.1
1940-41.....	100.0	82.4	14.1	3.5
1941-42.....	100.0	79.1	18.0	2.9
1942-43.....	100.0	73.4	23.3	3.2
1943-44.....	100.0	70.3	26.8	2.9

Source: Annual reports of the Social Security Department.

beyond the employment relationship as a basis for both contributions and benefits. The citizen's income is the measure for his contribution; his requirements are the measure for his benefit.

The scale for cash benefits is built around essential needs and guarantees a minimum income to families with interrupted earnings. The absence of any effort to impute income where none exists and the exemption of significant amounts of income serve to remove the income test from many unpleasant associations which the means test carries in public assistance. Benefits are fixed by statute on the reasonable assumption

that the normal requirements of families at the minimum level are sufficiently known to permit standardized money payments to meet them, an approach facilitated by the availability of health benefits. The income-exemption feature encourages beneficiary families to raise their standard of living beyond that set by the benefit rate alone. Since both benefit rates and income exemptions are standardized, the administration of the program is simple and public understanding and cooperation are facilitated.

The health benefits assure the availability of diagnostic and treatment services (within the limits fixed

Table 6.—Expenditures for health service benefits, by type of service, fiscal year 1943-44

Service	Amount
Total.....	£4,726,680
Maternity benefits.....	513,938
Hospitals.....	334,639
Medical practitioners.....	167,272
Obstetrical nurses.....	12,027
General practitioner services.....	1,179,331
Capitation method.....	55,610
Fee-for-service method.....	1,026,073
Special arrangements.....	37,256
Mileage.....	60,392
Hospital benefits.....	2,133,389
Public hospitals.....	1,536,558
Private hospitals.....	238,772
Mental hospitals and other State hospitals.....	238,014
Other institutions.....	43,998
Out-patient benefits.....	73,137
Other.....	3,000
Pharmaceutical benefits.....	762,198
Chemists and medical practitioners.....	722,172
Institutions.....	40,026
Supplementary benefits.....	137,823
X-ray diagnostic service.....	109,426
Massage.....	27,331
Other.....	1,066

Source: Parliamentary Paper B-7 (Pt. I), Estimates of Expenditure, pp. 151, 152.

by their implementation to date) to persons in need of medical care. The benefits are sufficient to meet the ordinary run of medical hazards in everyday life; persons are free to purchase additional services if they wish. The program has been criticized for limiting its objective to the more effective distribution of existing facilities and services, leaving untouched the problems of the quantity and quality of medical care rendered, the coordination of hospital facilities, the integration of practitioner and hospital services, and the state of medical education and research. There is general agreement, however, that measurable progress has been made in solving the problem of the distribution of medical care despite the disagreements between the Government and the Medical Association and the special problems arising from inauguration of these benefits during the war.

The smallness of the country, the relative homogeneity of its population, the absence of regional variations in living standards, and the lack of large differences in the distribution of wealth account no doubt for some of the simplicity and directness of the New Zealand social security program. No little credit is due its people, however, for their boldness in attacking systematically and imaginatively the social and economic problems common to all industrial nations.

Table 4.—Expenditures for cash benefits, by type of benefit, fiscal years 1939-40 through 1943-44

Benefit	1939-40	1940-41	1941-42	1942-43	1943-44
Amount					
Total.....	£9,337,243	£10,405,460	£10,703,239	£11,711,465	£12,397,773
Superannuation.....		240,336	445,686	603,124	778,758
Age.....	6,517,899	7,101,346	7,190,694	7,783,084	8,101,668
Widows.....	785,952	836,368	844,928	866,597	949,099
Orphans.....	14,880	17,713	18,275	20,628	22,442
Family.....	252,562	411,811	539,183	790,719	876,858
Invalids.....	942,196	999,648	1,011,375	1,036,373	1,067,409
Miners.....	92,653	88,656	83,258	80,100	76,652
Maori War.....	1,103	744	440	190	119
Unemployment.....	434,497	299,161	138,528	49,639	32,316
Sickness.....	208,790	279,581	304,154	362,088	376,878
Emergency.....	86,711	130,096	126,718	118,923	115,574
Percentage distribution					
Total.....	100.0	100.0	100.0	100.0	100.0
Superannuation.....	2.3	2.3	4.2	5.1	6.3
Age.....	69.8	68.2	67.2	66.5	65.3
Widows.....	8.4	8.0	7.9	7.4	7.7
Orphans.....	.2	.2	.2	.2	.2
Family.....	2.7	4.0	5.0	6.8	7.1
Invalids.....	10.1	9.6	9.4	8.8	8.6
Miners.....	1.0	.9	.8	.7	.6
Maori War.....	(1)	(1)	(1)	(1)	(1)
Unemployment.....	4.7	2.9	1.3	.4	.3
Sickness.....	2.2	2.7	2.8	3.1	3.0
Emergency.....	.9	1.3	1.2	1.0	.9

¹ Less than 0.05 percent. Source: Annual reports of the Social Security Department.

Table 5.—Expenditures for health service benefits, by type of benefit, fiscal years 1939-40 through 1943-44

Year	Total	Hospital	Medical	Maternity	Pharmaceutical	Supplementary
Amount						
1939-40.....	£1,056,699	£772,886	(1)	£283,813	(1)	(1)
1940-41.....	1,776,685	1,257,688	(1)	518,997	(1)	(1)
1941-42.....	2,435,588	1,372,405	£205,673	549,850	£279,698	£27,962
1942-43.....	3,721,179	1,539,282	1,016,032	505,219	563,247	97,399
1943-44.....	4,726,680	2,133,389	1,179,331	513,939	762,198	137,823
Percentage distribution						
1939-40.....	100.0	73.1	(1)	26.9	(1)	(1)
1940-41.....	100.0	70.8	(1)	29.2	(1)	(1)
1941-42.....	100.0	56.3	8.4	22.6	11.5	1.1
1942-43.....	100.0	41.4	27.3	13.6	15.1	2.6
1943-44.....	100.0	45.1	25.0	10.9	16.1	2.9

¹ Not in effect. Source: Annual reports of the Social Security Department.

Trends in Old-Age Insurance and Old-Age Assistance

By Merrill G. Murray and Elinor Pancoast*

THE SOCIAL SECURITY ACT established old-age assistance and old-age insurance as a twofold system of protection against one of life's major hazards—loss of income in old age. In its report to the President in 1935 the Committee on Economic Security recommended "as complementary measures noncontributory old-age pensions, compulsory contributory annuities, and voluntary contributory annuities, all to be applicable on retirement at age 65 or over." That two of the three recommendations were carried into effect in the resulting legislation of 1935 and amendments of 1939 indicates that Congress saw the advantage of dealing with the economic risks of old age by more than one method. Moreover, by incorporating these two systems with other assistance and insurance programs in the Social Security Act, Congress made them an essential part of the larger system of social security.

As the Committee on Economic Security pointed out, old-age insurance and old-age assistance are complementary. Although the methods are different, the goal of each is similar: to provide security against want through a basic income in old age. The groups covered have different qualifications: a retired worker who, by reason of his wage record (contributions), is insured may receive a cash insurance benefit; an old person who is in actual need may receive a cash payment of old-age assistance. Some old persons fail to qualify for old-age insurance benefits because they were too old to earn the necessary wage credits after the program was instituted, or because the greater part of their working lives has been spent in employment not covered by old-age and survivors insurance, or because they have not been members of the labor force. Some persons who do qualify and receive insurance benefits may, nevertheless, be in actual need because they have suffered unusual hazards or are entitled to small benefits only. Assistance serves as a residual program which provides for needy old persons who are not eligible

for insurance benefits, as well as for beneficiaries who are in need.

In providing social security, the methods of old-age insurance and of old-age assistance are different. The task of old-age and survivors insurance is the partial replacement, through cash benefits, of earnings lost by retirement so as to provide a basic income. The benefit will, presumably, be supplemented by personal savings and other types of nonwage income, although the plan takes it for granted that most contributors will not have sufficient savings and nonwage income for their support and will find some replacement of former earnings desirable. Eligibility for retirement benefits under old-age and survivors insurance is determined mainly on the basis of regular attachment to covered employment. The amount of the benefit is calculated in relation to former average earnings by means of a statutory formula. The benefit is financed through contributions previously made by the beneficiary and by his employer.

The task of old-age assistance is to meet the actual need of the recipient for income. Eligibility is determined mainly on the basis of the applicant's lack of income, or of insufficient income in relation to a given assistance standard. The amount of the payment is calculated by determining the budgetary requirements of the recipient for some standard of minimum subsistence and subtracting the income of the recipient from the sum of those requirements. The payment is financed through legislative appropriation, based on taxes which are levied on the general public.

To maintain a properly balanced development of the individual programs, it is important that the dynamic character of each program be perceived, as well as the effect of changes in one on the sphere of action and responsibility of the other.

Similarities and Distinctions

At first glance the two systems appear to be much alike. Both use a minimum age of 65 as one test of eligibility. This test, however, is essentially a method of classification, to segregate the population into cate-

gories which the legislation proposes to aid, and is not an important point of resemblance.

Certain rights are common to both programs. The applicant who is denied insurance benefits or the applicant who is denied assistance has a right to a hearing. However, the matter under dispute in the hearing of the assistance applicant—frequently the facts as to need—is much more subject to discretionary judgment than the matter under dispute in old-age and survivors insurance, which generally involves disputed interpretations of the law and results in a more impersonal hearing.

Both the insurance claimant or beneficiary and the assistance applicant or recipient possess the right of privacy in their personal affairs. Although protection of confidential information was a long-recognized principle of private welfare administration, some jurisdictions carried over the former "poor relief" practice of giving publicity to the recipients of public assistance. Not until the act was amended in 1939 were proper safeguards ensured uniformly to restrict disclosure of information concerning applicants and recipients. The Social Security Board's Regulation Number 1 further protects the privacy of persons covered under both programs, although each program requires different adaptations. As in other areas of administration, uniformity of practice is more difficult to achieve in public assistance than in the insurance program, because administrative responsibility under the former program is diffused among many State and local agencies.

Both recipients of old-age insurance benefits and recipients of old-age assistance have a right to freedom in the use of their cash payments. But here again, general recognition of that right has been slower in the assistance program. Assistance to needy persons is an old concept, whereas insurance is a comparatively modern idea and has not had to live down an illiberal history. Experience is gradually demonstrating, however, that the repressive poor-law controls are not only unnecessary but also undesirable from the point of view of sound public policy. Social insurance practice has likewise helped somewhat in educating the public away from its fear of unrestricted cash payments from public funds to those whose incomes have been interrupted.

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All these movements toward greater respect for, and consequent freedom of, the recipient of assistance have tended to remove the stigma with which the receipt of assistance has too often been associated. Though the belief that only the thriftless require public assistance persists in many quarters, an increasing proportion of the public understands that lack or inadequacy of income and resources more often arises from social and economic factors, such as injury, unemployment, or the physical handicaps of old age, than from purely personal causes. Ordinarily, these are insurable risks, which in some areas of employment are compensated under one or another social insurance system. Growing public awareness of these social and economic facts, together with the example of insurance, have tended to remove the stigma from public assistance and thus to lessen the contrast between old-age assistance and old-age insurance.

In spite of these similarities, the programs have several basic distinctions. In the first place, the really important test of eligibility for old-age insurance is not the age of the applicant but rather the amount of his earnings in covered employment and the continuity of such employment, shown by his wage record, which is also, in effect, a record of contributions paid by him and in his behalf. Unless he has a substantial attachment to covered employment, the wage earner will not qualify for insurance benefits even if he is in need. The significant test of eligibility for old-age assistance, on the other hand, is the relationship of the applicant's resources to his requirements. Unless this test proves that he is actually needy, under the standard set by the State, he cannot qualify even though he may meet the State's age, residence, and citizenship requirements.

Old-age insurance is planned on the assumption that, for the great majority of insured workers, retirement will mean cessation of earnings and reduction in income. Insurance benefits make possible a continuity in income after retirement and help protect the individual from the risk of becoming needy. Since the size of the retirement benefit is related, within fixed minimum and maximum amounts, to the individual's previous

wages, the amount is highly individualized even though the same formula for determining the benefit is applied to all in the same class. The insured group, moreover, is classified into those with dependents and those without, and higher benefits are paid to beneficiaries with dependents. As a result of varying total wages and of varying numbers of dependents, the benefit amount differs from person to person and from family to family. Since benefit payments under a social insurance program are not affected by nonwage resources which the retired beneficiary has accumulated in other ways, total incomes of beneficiaries also show marked variations.

The underlying assumption in old-age assistance is that some aged persons will be in need because they have no income, or because their income is insufficient to meet their minimum requirements. In calculating the assistance payment of the needy old person, authorities will evaluate his individual requirements and resources. However, the amount of the payment will be related to the scale of living established by the administering agency, his income being offset against that standard. In many localities, limited funds will force a reduction of his payment below the budgeted amount and will tend still further to level all assistance payments.

Amounts of both benefit and assistance payments thus tend to fall within somewhat fixed limits, with a narrower Nation-wide range of benefit than of assistance payments. These limits result from the operation of the maximum and the minimum in the Federal insurance program and in many Federal-State assistance programs. In States that set low maximums for assistance—often but not always States that reduce assistance payments because of insufficient funds—the range is undoubtedly narrower than in old-age insurance. On the other hand, the far greater range in the *total income* of insurance beneficiaries means that they have, on the whole, a higher average income from all sources.

Old-age insurance benefits are paid from an earmarked fund supported by the direct contributions of workers and their employers, in much the same fashion as private group insurance is supported. Old-age assistance grants are noncontributory and are financed entirely out of tax revenues. The con-

tributory feature of old-age insurance, apart from its fiscal aspects, has social value in that it conveys a sense of self-reliance and independence to the worker, who feels that he has thus "paid for" his benefits, in the ordinary market sense. The old-age assistance recipient may also have contributed to his community through taxes, but his contribution is less apparent and fails to provide an analogous psychological satisfaction. The earmarked contribution and the reserve fund which support insurance benefits, and also the nondiscretionary character of the benefit formula, give a high degree of assurance that specific benefit payments will be made, which contributes further to the wage earner's preference for social insurance. This traditional attitude may give way before new concepts of economic interdependence, but at the moment it prevails throughout most of the country. In areas where change is most actively sought, public assistance, as such, is actually receiving less favor, while entirely new forms of old-age security are being pressed for adoption.

In administrative responsibility, also, the two programs for old-age security are differentiated. Federal old-age and survivors insurance has complete geographic coverage and uniform standards of operation throughout the country. In old-age assistance, also Nation-wide in coverage, the policy-forming and operating responsibilities are located in 51 different jurisdictions and in some States are shared with local governments. Thus eligibility requirements, coverage, and the extent to which the need of each old person can be met vary from one jurisdiction to another, depending upon State laws, practices, and fiscal resources; it is slow and arduous to attain among local units higher uniform minimum standards of operation as well as less restrictive eligibility requirements. (It is well to keep in mind that many old and needy persons cannot qualify for payments under either the insurance or the assistance program.) Although Federal grants-in-aid have helped to make old-age assistance both more nearly adequate and more nearly uniform than when the care of this group of needy old persons was solely a local or a State responsibility, the amount of the Federal grant-in-aid is limited in two ways: by what the

States and localities appropriate for assistance, and by a Federal maximum for matching the individual State payment. Adequacy of the assistance program, therefore, depends to a large extent on how well each State can or will finance and administer it.

Perhaps the most striking material difference between the two programs is found in the number of persons each is serving—more than 2 million old-age assistance recipients contrasted with only about 666,000 aged insurance beneficiaries—retired workers and their aged wives, and aged widows and parents of deceased insured workers. Old-age assistance payments totaled \$61 million in July 1945 as compared with monthly insurance benefits of about \$14.1 million paid to persons 65 years of age and over.

This differential in numbers of beneficiaries and recipients is attributable in part to the fact that it will take at least a generation for the insurance system to mature. In its early years, an old-age insurance system has a relatively low claim load because most of its potential beneficiaries are workers who will become old in the future, not those who are old at the time the system is initiated. Most persons already retired or those too old to accumulate the necessary wage credits under the insurance program will, if in need, be cared for by old-age assistance. Grants-in-aid have been provided to the States to help them develop their old-age assistance resources to bear the burden while the old-age insurance program is maturing.

Other characteristics of the insurance program also help to explain the present disparity in numbers of persons aided. It is true that the greater number of the individuals and families for whom old-age assistance payments are necessary might well have been covered by social insurance, which is by its nature suited to providing for average or typical cases that can be handled on a formalized basis with a minimum of individualized service. If most of the aged were so protected, old-age assistance could then provide the financial assistance and services required by those whose needs cannot be completely met by a more generalized program. In 1935 the problem involved in initiating social insurance was so enormous in a

country of this size that it seemed wise to begin by covering workers in commerce and industry only, and expand as experience and public acceptance were gained. Unfortunately, although a decade has passed, coverage under old-age and survivors insurance has not yet been extended beyond its original limited coverage. Old-age assistance, therefore, continues to carry a greater load than it otherwise would. Assistance rolls, moreover, are swollen because the low-paid employments from which many recipients retire—domestic service, agriculture, and self-employment—are those which do not facilitate private provision for old age. Yet workers in these very employments are now excluded from coverage under old-age and survivors insurance. Furthermore, about 40 percent of the covered workers who have earned some wages in covered employment and have paid the corresponding taxes are nevertheless ineligible for benefits, ordinarily because their short-term attachment to covered employment has prevented their accumulating sufficient wage credits to meet eligibility requirements. Some work the greater part of the time in noncovered employment, and others have entered the labor market too recently to become eligible. Public assistance will be their only resource if they become needy in their later years, unless in the meantime they acquire sufficient wage credits to qualify for benefits.

The increase in the number of old-age insurance beneficiaries has been retarded during the war by employment opportunities for older workers. About one-sixth of the monthly benefits in force for persons aged 65 and over are not being paid, chiefly because those entitled to them keep on at their jobs. In addition, hundreds of thousands of eligible persons have never made application for benefits; now that the war is over, most of them may be expected to do so. Actually, if all persons who are now eligible for insurance benefits were to file claims, the beneficiary rolls would be almost tripled. Nevertheless, it will probably take at least 5 more years, and possibly as many as 10, barring other changes, for the number of aged insurance beneficiaries to exceed the present number of old-age assistance recipients. Although many persons will receive insurance benefits who would in the past have had to seek old-age assistance, it is possible that

the actual number of aged persons receiving assistance will not be materially reduced in the long-run future. This prediction takes into account current population trends, which point inevitably to an increasing proportion of old people in the population, as well as industrial trends, which imply that workers will more and more be dependent upon wage income and will need assistance when that income ceases, if they are not eligible for retirement benefits. Public welfare trends, moreover, reveal a growing tendency to supplement old-age insurance benefits with public assistance payments. This practice will undoubtedly increase assistance rolls.

Some Present Trends

The comparatively slow expansion of old-age insurance, resulting in large public assistance rolls, and the marked variations in development of State old-age assistance programs explain much of the drift of public attitudes toward old-age assistance. Generalized rather than individualized methods of determining the amounts of payments and the exemption of other income from consideration have frequently appeared in public demands and recur in provisions of legislative bills and referenda. One State has by statute substituted for the traditional determination of the cost of individual requirements a payment representing a flat amount minus income, which is used for all recipients. Four States have made the minimum total income of recipients more nearly uniform by prescribing a minimum amount for assistance and other income. These examples reflect not only attempts to seek the convenience of generalization in dealing with large numbers but also the desire to create a predictable payment to which the needy person has a right, without any implication that the individual requirements should be determined by others than himself.

In a few States, where funds are adequate and standards high, old-age assistance payments have tended to approach a "flat" amount very near the statutory or administrative maximum. Under these conditions the assistance features of the program are partially lost, and it may come to resemble in practice a "pension" program. This development coincides in some States with a general and deepening conviction that, regardless of

individual requirements, one needy old person has about the same claim on public funds as another, and that right is asserted in part by his receiving a relatively equal payment. There is also a definite trend toward liberalization of State maximums. On the other hand, the practice of making exceptions to the maximums where recipients have unusual needs, such as the need for medical care, is becoming more common. The consequent broadening in range of payments and increases in individualization at the upper end of the range partly counteract the tendency for the individual payment to approximate a flat amount.

In still other respects the assistance payment begins to take on the unconditional aspects of the insurance benefit or of a "pension." There is a trend toward less routine investigation of the ability of relatives to support aged persons, and assistance is less frequently withheld when relatives are deemed able to support but do not actually contribute. A few States have adopted definite statutory scales for relatives' contributions, which exempt relatives with low incomes or heavy family obligations. There has also been a fairly strong drive in many States to exclude a certain portion of the applicant's own income in determining the old-age assistance payment. Those who would completely undermine the present basis of correlating assistance with need are proposing to go a step farther and disregard all income in determining assistance. This proposal, flowing from the concept that all old people, irrespective of economic status, have a right to support from the State, may be a force toward converting old-age assistance into a non-contributory "pension" program, in which need would not be determined. Of course, such a change would necessitate a change in the Federal law as well as in State laws.

Association of old-age assistance with what the public usually calls "the

means test," which it believes is necessarily accompanied by intrusive inquiry and repressive action (and which sometimes proves the case), subjects assistance to criticism and makes the public eager to convert it into something more acceptable. This is one of the reasons for the greater pressure on old-age assistance for conversion to a "pension" program. The State program likewise may be more responsive to local voters, especially those organized into State pension leagues or other pressure groups. Even though a plan for pensions with no determination of need appears to threaten old-age assistance directly, old-age insurance might also be weakened. So long as a public assistance program retains its distinctive feature, i. e., determination of need and payments varying with the needs of individuals, it is not likely to compete with social insurance, but a noncontributory "pension" program may be a considerable threat to a contributory social insurance program.

As a matter of fact, substitutes have been proposed for both old-age titles of the Federal Social Security Act. Some groups have sought to do away with both provisions and substitute a national scheme for paying uniform old-age pensions to all retired old persons, irrespective of previous contributions or of demonstrated need. Pressure is thus diverted to promoting "pensions" that might go into expanding a national social insurance system or developing a more nearly adequate and effective assistance program. Before voters take headlong action, the undesirable features of a noncontributory flat "pension" plan should be weighed against the favored elements. The insufficiency of a flat pension to meet special needs would give the pension system an inflexibility in undesirable contrast to old-age assistance. On the other hand, to discard the social insurance principle of individualized benefits related to past earnings would throw away a principle of so-

cial insurance which is highly valued in this country. Finally, enthusiasts frequently overlook the fact that the pension system would be more costly to the general taxpayer than the dual assistance-contributory program.

Improvements in Both Programs

All the factors which influence present trends should be understood if an adequate system of social security for the aged is to be developed and kept operating on a satisfactory basis. What is needed to overcome causes of dissatisfaction which may lead to the substitution of a different system is to strengthen both programs. Old-age and survivors insurance should be extended to cover all gainful workers, particularly such excluded groups as employees in non-profit institutions, agriculture, and household employment, and the self-employed. The average monthly wage and benefit formulas should be liberalized to provide more nearly adequate benefits. And disability cash benefits for wage earners who are under age 65 but are permanently unable to continue at work should be incorporated in the program.

With its responsibility limited by these extensions of old-age and survivors insurance, old-age assistance should be able to provide more nearly adequate payments in all States to all old persons who are in need, and to include supplementary amounts for medical and hospital care. These improvements may be accelerated if the amounts of the Federal grants-in-aid are varied inversely with the State's economic capacity. Eligibility requirements in the States, such as residence, should also be relaxed to remove the anomaly of having some old and needy persons unable to qualify for either old-age assistance or old-age insurance. Changes of this type in our twofold system of social security will aid it to approach its goal of providing basic security against the economic hazards which old age and retirement bring.

Living Arrangements of Old-Age and Survivors Insurance Beneficiaries in St. Louis

By Edna C. Wentworth*

WITH THE PASSAGE of time, aged beneficiaries of old-age and survivors insurance might be expected to find it increasingly necessary to live in combined households with their adult children or with brothers and sisters. Such was not the case, however, among 438 aged beneficiaries in St. Louis who were visited by representatives of the Bureau of Old-Age and Survivors Insurance, first in November-December 1941 and again in May-July 1944.¹

The period between the end of 1941 and the middle of 1944 was characterized by rising prices and almost unlimited employment opportunities. Some beneficiaries who had not worked in the first survey year found work in the second, and their increased incomes more than offset the rise in prices. Some who had reported employment during the first survey year, on the other hand, were ill and unable to work during the second; others worked in neither year. Half of the male and of the female primary beneficiary groups² and 7 out of 10 of the aged widows had the same or less income in the second survey year. Few of these beneficiaries, however, moved into the homes of relatives or had their children come home to live. Their adjustments to the higher cost of living were obviously along other lines.

In four of the six types of beneficiary groups—men with nonentitled wives, female primary beneficiaries,

aged widows, and widows with children—relatively more were living alone in 1944 than in 1941 (table 1). For the nonmarried men (i. e., the single, widowed, or divorced) the proportion remained practically the same. It was slightly lower only among aged couples entitled to both primary and wife's benefits.

The question is frequently raised whether the aged beneficiaries who live by themselves do so from necessity or choice. Information obtained in the 1944 survey showed that half of the nonmarried men who were living by themselves had children with

whom they might have lived (table 2). Two-thirds of the aged couples who lived by themselves reported children outside the household, but only about half felt that the children were in a position to help them. The beneficiaries who were living with others, mostly with children, were more likely to report children outside the household than those who lived by themselves.

During the 2 to 3-year period between the beginning of the year before entitlement and the end of the first survey year (October or November 1941) only 3 of the 222 married couples either had moved into the homes of their married children or had their children or other relatives move into their homes and share expenses (table 3). Between the end of 1941 and the middle of 1944, however, 13 couples combined households. A slightly larger proportion of the nonmarried men and of female primary benefi-

Table 1.—Living arrangement of beneficiary groups at end of first survey year, October-November 1941, and second survey year, April-June 1944, by type of beneficiary group, St. Louis

Type of living arrangement	Male primary beneficiary				Female primary beneficiary	Aged widow	Widow, child entitled
	Total ¹	Non-married	Married, wife entitled	Married, wife not entitled			
	First survey						
Total number.....	324	99	133	89	79	35	76
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Living alone, total.....	54.3	53.5	57.1	51.7	40.5	20.0	43.4
Keeping house, total.....	43.5	18.2	57.1	51.7	30.4	17.1	43.4
Home owned.....	21.3	3.0	30.0	28.1	3.8	14.2	11.8
Home rented.....	22.2	15.2	27.1	23.6	26.6	2.9	31.6
Rooming and boarding.....	10.8	35.3			6.3		
All others.....					3.8	2.9	
Living with others, total.....	45.7	46.5	42.9	48.3	59.5	80.0	56.6
Relatives living with beneficiary groups, total.....	31.8	23.3	30.8	41.6	32.9	51.4	39.5
Home owned by beneficiary group.....	18.8	16.2	20.3	19.1	6.3	40.0	18.4
Home rented by beneficiary group.....	13.0	7.1	10.5	22.5	26.6	11.4	21.1
Beneficiary group living with relatives.....	13.9	23.2	12.1	6.7	26.6	28.6	17.1
	Second survey						
Total number.....	324	99	133	89	79	35	76
Total percent.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Living alone, total.....	54.9	54.5	54.9	56.2	45.6	28.6	52.6
Keeping house, total.....	46.0	26.3	54.9	55.1	38.0	25.7	52.6
Home owned.....	24.4	6.1	31.6	33.8	3.8	11.4	14.5
Home rented.....	21.6	20.2	23.3	21.3	34.2	14.3	38.1
Rooming and boarding.....	8.0	26.3			3.8		
All others.....	.9	1.9		1.1	3.8	2.9	
Living with others, total.....	45.1	45.5	45.1	43.8	54.4	71.4	47.4
Relatives living with beneficiary groups, total.....	29.3	19.2	31.6	35.9	26.6	40.0	34.2
Home owned by beneficiary group.....	18.8	15.2	20.3	20.2	6.3	31.4	18.4
Home rented by beneficiary group.....	10.5	4.0	11.3	15.7	20.3	8.6	15.8
Beneficiary group living with relatives.....	15.8	26.3	13.5	7.9	27.8	31.4	13.8

¹ Three groups of married male primary beneficiaries with entitled children are included in the totals.

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¹ For the findings of the earlier study see the *Bulletin*, July 1943, especially pp. 10-11. Eight hundred and four beneficiary families were visited in the first survey; of these, 596 were interviewed in the second survey, but only 514 beneficiary groups have been analyzed for change in living arrangements; for 82 the type of beneficiary group had changed between the end of the first survey year and the beginning of the second, and this change in classification was found to affect the comparison of living arrangements between the two surveys.

² The beneficiary group is comprised of the primary beneficiary or widow, spouse, and unmarried children under age 18. All subsequent references to "beneficiaries" refer to the beneficiary groups.

Table 2.—Number of beneficiary groups having children outside the household, St. Louis, April-June 1944¹

Type of beneficiary group and children outside household	Total	Beneficiary group living alone	Beneficiary group living with others
Male primary beneficiary, total ²	393	217	176
No children outside household	122	78	44
Children outside household	271	139	132
In armed forces only	17	4	13
In civilian life ³	254	135	119
Nonmarried, total	111	60	51
No children outside household	50	31	19
Children outside household	61	29	32
In armed forces only	4	1	3
In civilian life ³	57	28	29
Married, wife entitled, total	173	96	77
No children outside household	47	29	18
Children outside household	126	67	59
In armed forces only	6	—	6
In civilian life ³	120	67	53
Married, wife not entitled, total	106	60	46
No children outside household	25	18	7
Children outside household	81	42	39
In armed forces only	7	3	4
In civilian life ³	74	39	35
Female primary beneficiary, total	79	36	43
No children outside household	57	26	31
Children outside household	22	10	12
In armed forces only	1	—	1
In civilian life ³	21	10	11
Aged widow, total	47	13	34
No children outside household	14	4	10
Children outside household	33	9	24
In armed forces only	1	—	1
In civilian life ³	32	8	24
Widow, child entitled, total	77	40	37
No children outside household	46	25	21
Children outside household	31	15	16
In armed forces only	11	7	4
In civilian life ³	20	8	12

¹ 82 beneficiary groups that changed type between end of first and beginning of second survey year are included, as the data are not affected by those changes.

² 3 groups of married male primary beneficiaries with entitled children are included in the totals.

³ Includes beneficiary groups with children in both armed forces and civilian life.

aries (4-5 percent) than of the aged couples (1 percent) had entered a joint living arrangement by the end of the first survey year. During the following 2½ years, each of these two groups—the nonmarried men and the aged women—continued to combine households at about the same rate.

In both periods, children or other relatives moved into the homes of the male primary beneficiaries and their wives more frequently than the beneficiary couples moved in with their

married children. The joint living arrangements effected by the end of the first survey year were in general due either to the need for nursing care or to the fact that the aged persons considered their retirement income too low to live on independently. Between 1941 and 1944, families appear to have combined for the convenience of the relatives as often as for that of the beneficiaries. For example, several daughters whose husbands had entered the armed forces returned to their parents' homes, aged brothers or sisters who were unable to support themselves independently moved in with the aged beneficiaries, an invalid son and a son who was unsuccessful in supporting himself came home to live, and so forth. In this period, only 3 of the aged couples moved in with mar-

ried children. In one of these families the beneficiaries appeared to be helping their daughter financially; in another the move was undoubtedly due to the inability of the aged couple to live separately on their low income; and in the third case the economic advantages appeared to be mutual.

In the earlier period, widows, as a group, entered joint households in relatively greater numbers than did primary beneficiaries; 29 percent of the aged widows and 22 percent of those with children combined with relatives in the year or two following the death of the wage earner. Motivated by economic necessity in most instances, these major adjustments were made shortly after the husband's death, and only 3 percent of each group of widows shifted into joint households in the war period.

Table 3.—Number of beneficiary groups reporting changes in family composition and residence¹ between year before entitlement, 1939, and end of first survey year, October-November 1941, and between end of first survey year and end of second survey year, April-June 1944, by type of beneficiary group, St. Louis

Changes in family composition and residence ¹	Male primary beneficiary				Female primary beneficiary	Aged widow	Widow, child entitled
	Total ²	Non-married	Married, wife entitled	Married, wife not entitled			
Changes between year before entitlement and end of first survey year							
Total.....	324	99	133	89	79	35	76
No change.....	267	80	115	69	63	21	40
Change.....	57	19	18	20	16	14	36
Joint living arrangements entered into, total.....	7	4	-----	3	4	10	17
Beneficiary group moved into home of relatives.....	2	2	-----	-----	3	4	12
Relatives moved into home of beneficiary group.....	5	2	-----	3	1	6	5
Joint living arrangements dissolved, total.....	11	2	5	4	2	-----	3
Beneficiary group moved out of home of relatives.....	4	1	3	-----	1	-----	-----
Relatives moved out of home of beneficiary group.....	7	1	2	4	1	-----	3
Residence changed, family composition remaining the same ³	39	13	13	13	10	4	16
Changes between end of first and second survey years							
Total.....	324	99	133	80	79	35	76
No change.....	246	72	111	61	54	25	50
Change.....	78	27	22	28	25	10	26
Joint living arrangements entered into, total.....	17	4	7	6	3	1	2
Beneficiary group moved into home of relatives.....	6	3	3	-----	3	-----	2
Relatives moved into home of beneficiary group.....	11	1	4	6	-----	1	-----
Joint living arrangements dissolved, total.....	22	7	4	10	9	4	13
Beneficiary group moved out of home of relatives.....	5	4	1	-----	6	-----	3
Relatives moved out of home of beneficiary group.....	17	3	3	10	3	4	10
Residence changed, family composition remaining the same ³	39	16	11	12	13	5	11

¹ Family composition was considered to change only when the change resulted in the beneficiary group's shifting from living alone to living with relatives, or the reverse. When the change involved both family composition and residence it has been entered as a family composition change.

² Three groups of married male primary benefi-

aries with entitled children are included in the totals. ³ Includes only beneficiary groups who moved and paid an increase or decrease in rent of \$1 or more. The inclusion of utilities in the rent and a simultaneous change in the number in a multi-family group were taken into consideration.

Table 4.—Number of beneficiary groups left alone by induction of family members, St. Louis.

Type of beneficiary group	Total dissolutions	Members of family leaving for armed forces
Male primary beneficiary, total..	22	10
Nonmarried men.....	7	3
Married men, wives entitled..	4	3
Married men, wives not entitled.....	10	7
Married men, child entitled..	1	1
Female primary beneficiary.....	9	2
Aged widow.....	4	2
Widow with entitled children....	13	9

Except for couples with the wife entitled, dissolutions of joint households were much more frequent in the later period than in the period immediately following entitlement in 1940. For example, 4 of the 89 couples with the wife not entitled to benefits had ceased living with relatives by the end of the first survey year, but 10 of the joint households were dissolved between 1941 and 1944—in each instance by the children's leaving the home. Among the 76 widows with children, the corresponding numbers of dissolutions were 3 and 13.

In about half the wartime dissolutions of joint households of male primary beneficiaries and in most of those of widows with dependent children, members of the household entered the armed forces (table 4).

Some joint households were dissolved by the marriage of the children; others, by family disagreements, death of the relatives with whom the beneficiaries were living, commitment of the primary beneficiary to an institution, moves of beneficiaries to live near their newly acquired jobs, and so forth. Beneficiaries who were receiving financial help from relatives were generally left in poorer economic circumstances as a result of the separations.

Between the beginning of the year before entitlement and the end of the first survey year, from 10 to 21 percent of the various types of beneficiary groups changed their residence, the composition of the family group remaining the same. This rate of change appears to have been fairly constant for each type of beneficiary; 8 to 16 percent changed residence during the war period. Most changes in residence were made by beneficiaries who were renting their dwell-

ings. In both periods, however, a few beneficiaries surrendered their homes, because they were unable to meet the payments or for some other reason, and moved to rented dwellings. A majority of the renters in the first period got a lower rent by moving. In the second period, however, most of those who moved had to pay a higher rent.

The shifts in living arrangements found in the earlier St. Louis survey were similar to the changes made by beneficiaries in the Philadelphia and Baltimore, the Birmingham, Memphis, and Atlanta, and the Los Angeles surveys. A similar picture of adjustments probably would have been found for any group of beneficiaries living in large cities in 1941-42.

General conclusions based upon the changes in living arrangements of the St. Louis beneficiaries during the war period, on the other hand, should be drawn with caution. This study includes only a small number of beneficiaries and represents those who had been on the benefit rolls 3½ to 4½ years. A survey covering a younger group of beneficiaries, or beneficiaries living in other industrial areas or in smaller communities, might have shown a different adjustment pattern.

Public Assistance

New Recipient Rates, Aid to the Blind and Old-Age Assistance

To show differences among States in the proportions of the population receiving each type of assistance, recipient rates are shown here periodically. For each program the rate is the ratio between the number of recipients and the total number of persons in the population group to which the respective title of the Social Security Act relates. State rates differ principally because States set varying conditions of eligibility in addition to

age and need, the different characteristics of State populations result in varying numbers of needy people, and State funds are not equally adequate to meet need. The ramifications and interaction of these various factors have made it difficult to explain differences in recipient rates and even to report significant rates.

Aid to the Blind

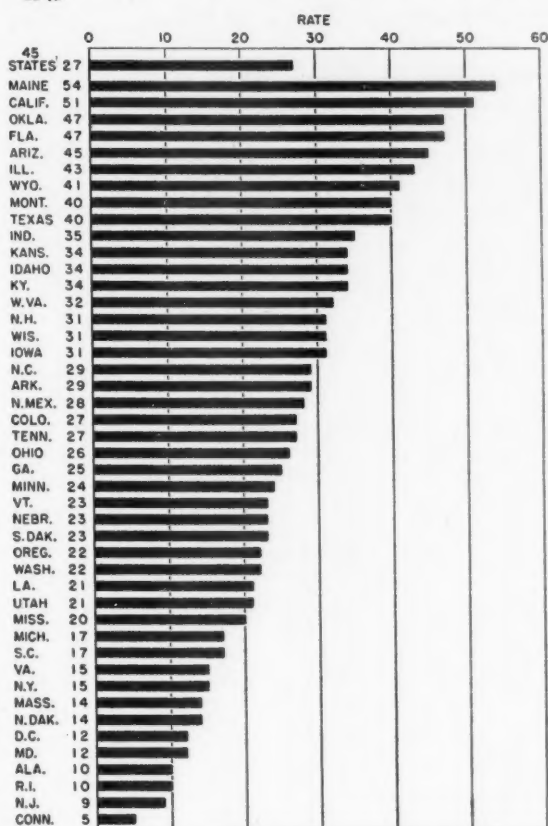
For the first time, rates representing the estimated proportion of blind persons who are being aided under aid to the blind programs in each State are given (chart 1). Heretofore, the lack of sufficiently reliable data on the number of blind persons

in the population made it necessary to base recipient rates on the general population. Recently published estimates of the blind population have permitted the computation of more significant rates.¹

The State estimates of the number of blind persons used in computing the new rates were compiled primarily to arrive at a national total and are necessarily rough approximations. For some States, the extent of blindness may be understated and therefore the recipient rates may be somewhat high. In the absence of more accurate and current information,

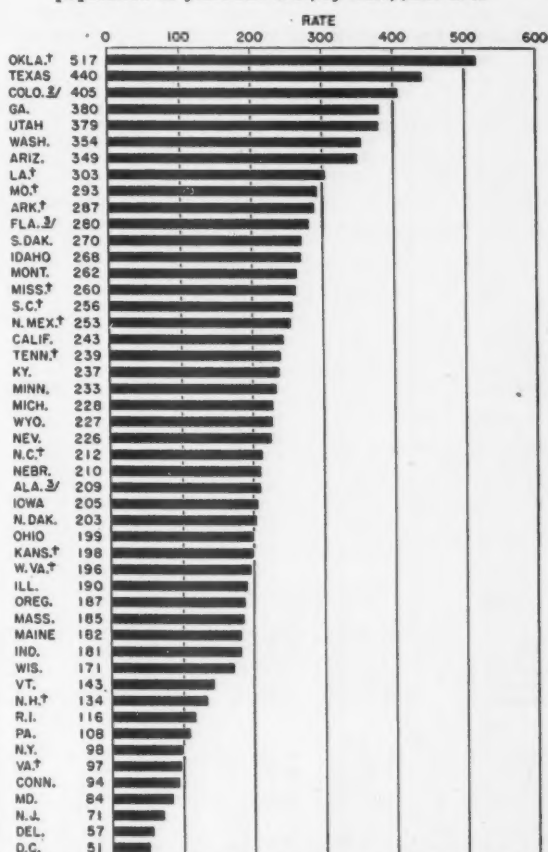
¹ Estimates of blind population prepared by Ralph G. Hurlin, Chairman of the Committee on Statistics of the Blind and Director of the Department of Statistics of the Russell Sage Foundation. For a more detailed statement see the *Bulletin*, March 1945, pp. 17-18.

Chart 1.—Recipients of aid to the blind under approved plans per 100 estimated blind population,¹ by State, June 1945



¹ Blind population estimated for 1940; see the *Bulletin*, March 1945, p. 18.

Chart 2.—Aged persons receiving old-age assistance per 1,000 population 65 years and over, by State, June 1945¹



[†]Rate adjusted for understatement in number of recipients because of joint payments.

[‡]Population estimated by the Social Security Board.

[§]Excludes recipients 60-65 years of age.

[§]Data for adjustment not available.

however, the State estimates on numbers of blind persons¹ have considerable usefulness. They indicate not only variation in the rate of blindness among States and geographic regions, but a greater prevalence of blindness than had been suggested by other data. On the whole, they probably furnish a sounder basis than does the general population for computing recipient rates.

State recipient rates computed on the basis of the blind population reflect more accurately interstate differences in the extent to which blind persons are assisted under the State-Federal programs, though the effect of varying State practices in giving old-age assistance to blind persons who are also aged should be kept in mind.

Comparison of the ranks of the States according to the new and old recipient rates for June 1945 shows interesting, and in some instances marked, shifts in the relative position

of particular States. Only 9 of the 45 States with approved plans in the continental United States had no change in rank as a result of the revision. Whether the rate is based on general population or on the blind population, Maine has the highest and Connecticut the lowest recipient rate.

Old-Age Assistance

In a specified month, all persons who receive payments of old-age assistance in their own names are counted as recipients. In the jurisdictions that make separate payments to each eligible aged person, the number of recipients is an accurate count of the number of aged persons aided. Recipient rates for these jurisdictions, likewise, have shown the total proportion of the aged population aided. For more than two-thirds of the States the June 1945 rates published in the August issue are believed to be as accurate as the population estimates on which they are based.

In the other States a single pay-

ment is sometimes made to meet the combined need of two aged persons in a family who might receive separate payments; in this discussion such payments are called combined payments. Only the person to whom the assistance check is written is counted as a recipient, however; consequently the recipient count in these States and also the proportion of aged persons aided are ordinarily understated.

During 1944 or 1945, all but two² of the States in which such understatement is believed to be substantial made studies that supplied data on the total number of aged persons for whom old-age assistance was provided. Recipient rates for these States have been adjusted by applying to the number of recipients reported in June 1945 the findings of the State studies on the number of additional persons 65 years of age and over who were aided through combined payments at the time of the enumera-

¹ Based on 1940 population figures.

² Alabama and Florida.

Table 1.—Public assistance in the United States, by month, July 1944–July 1945¹

Year and month	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance	Total	Old-age assistance	Aid to dependent children		Aid to the blind	General assistance
			Families	Children					Families	Children		
	Number of recipients						Percentage change from previous month					
1944												
July.....		2,080,883	255,945	641,350	72,768	255,000		-0.3	-1.7	-1.6	-0.1	-1.3
August.....		2,075,371	253,238	636,651	72,640	254,000		-3	-1.1	-7	-2	-4
September.....		2,070,432	252,363	635,174	72,553	254,000		-2	-3	-2	-1	+1
October.....		2,069,203	251,469	633,405	72,465	254,000		-1	-4	-3	-1	(¹)
November.....		2,067,650	251,653	633,778	72,377	255,000		-1	+1	+1	-1	+3
December.....		2,065,892	253,681	638,882	72,301	258,000		-1	+8	+8	-1	+1.4
1945												
January.....		2,059,202	254,728	642,116	72,145	260,000		-3	+4	+5	-2	+6
February.....		2,052,886	255,289	643,803	71,893	258,000		-3	+2	+3	-3	-5
March.....		2,048,805	256,075	646,187	71,653	258,000		-2	+3	+4	-3	(¹)
April.....		2,044,128	256,041	646,729	71,497	252,000		-2	(¹)	+1	-2	-2.5
May.....		2,040,724	255,987	646,825	71,304	238,000		-2	(¹)	(¹)	-3	-5.7
June.....		2,038,443	255,674	646,801	71,194	234,000		-1	-1	(¹)	-2	-1.4
July.....		2,034,814	254,313	644,085	71,084	232,000		-2	-5	-4	-2	-1.0
	Amount of assistance						Percentage change from previous month					
1944												
July.....	\$77,853,223	\$57,651,634	\$11,136,863	\$2,101,726	\$6,963,000		-0.2	+0.2	-0.8		+0.5	-3.3
August.....	78,040,093	57,852,949	10,978,659	2,107,485	7,101,000		+2	+3	-1.4		+3	+2.0
September.....	78,074,438	57,895,855	11,067,896	2,108,717	7,002,000		(¹)	+1	+8		+1	-1.4
October.....	78,738,323	58,158,918	11,198,812	2,112,493	7,238,000		+9	+5	+1.2		+2	+3.4
November.....	79,210,750	58,502,144	11,306,971	2,117,635	7,284,000		+6	+5	+1.0		+2	+1.6
December.....	79,829,784	58,721,787	11,560,642	2,119,355	7,428,000		+8	+4	+2.2		+1	+2.0
1945												
January.....	79,978,727	58,738,891	11,635,258	2,120,578	7,486,000		+2	(¹)	+6		+1	+8
February.....	79,806,622	58,693,475	11,741,862	2,122,185	7,249,000		-2	-1	+9		+1	-3.2
March.....	80,358,700	58,856,126	11,903,031	2,120,543	7,479,000		+7	+3	+1.4		-1	+3.2
April.....	80,194,990	59,062,140	11,987,848	2,119,002	7,026,000		-2	+3	+7		-1	-6.1
May.....	80,896,330	59,326,101	12,037,783	2,123,446	6,909,000		+9	+1.3	+4		+2	-1.7
June.....	81,117,191	60,047,012	12,133,500	2,133,679	6,803,000		+3	+4	+8		+5	-1.5
July.....	81,406,374	60,661,579	12,091,139	2,134,656	6,619,000		+4	+9	-3		(¹)	-2.7

¹ Partly estimated and subject to revision. For monthly data before 1944 for continental United States, see the *Bulletin*, February 1944, p. 27. Beginning with March 1945 *Bulletin*, data cover 51 jurisdictions. Excludes programs administered without Federal participation in States administering such programs concurrently with programs under the Social Security Act.

² Increase of less than 0.05 percent.

³ Decrease of less than 0.05 percent.

tions⁴ (chart 2). The adjustment for these States provides comparable rates for 47 States and raises the rank of 7 States by from 5 to 9 places.

The extent to which recipient counts have omitted persons who might have been counted as recipients differs widely among the States for which information is available.

State ¹	Percent of under-state-ment in recipient count	State rank on basis of—	
		Previous rates	Adjusted rates
Arkansas.....	23.5	17	10
Tennessee.....	18.7	28	19
West Virginia.....	18.5	38	32
Mississippi.....	18.2	23	15
Kansas.....	16.9	37	31
North Carolina.....	13.7	32	26
New Mexico.....	12.6	22	17
Virginia.....	10.4	45	44
South Carolina.....	10.1	18	16
Louisiana.....	9.7	10	8
Oklahoma.....	4.4	1	1
New Hampshire.....	2.3	40	40
Missouri.....	2.1	8	9

¹ Alabama and Florida excluded because data for needed adjustment not available. Fragmentary information for these States indicates that the understatement may be relatively high in Alabama but relatively low in Florida, where the most recent State policy provides for individual payments only. New policy in Oregon and Washington may result in some combined payments and therefore in some understatement of the recipient count.

⁴ The studies doubtless included a few persons who did not meet all eligibility requirements but excluded, in most States, persons other than spouses. The adjustments are believed to be reasonably accurate.

Minor differences in State findings are explained by slight differences in the method of enumeration. Although most of the States limited the inquiry to spouses, Arkansas, Louisiana, and New Mexico included all additional persons 65 years or older. Combined payments to persons other than husband and wife are infrequent, however. In Arkansas they accounted for only 7.5 percent of all combined payments.

Variations among the States in policies governing assistance payments are the most important causes of State differences in the proportion of such payments. State policy in Arkansas, for example, provides one payment for both spouses, except in the very rare instance in which an agency gives aid to dependent children to one spouse to provide for needy children in the family. New Hampshire, on the other hand, permits a combined payment to a husband and wife only if one of them is unable to manage his own income. As a result the potential recipients omitted from the recipient count represented 23 percent of the number reported in Arkansas but only 2.3 percent in New Hampshire.

In jurisdictions which prescribe maximums for payments, combined payments are possible only when the

established need of two aged persons in the family does not exceed the maximum for one payment. The State agency in Missouri explained the small proportion of such payments in this State (2 percent in August 1944) as payments in families in which the need of both spouses did not exceed \$30. The relative number of such payments has been larger in some of the Southern States, not only because amounts of established need are often relatively low, but also because insufficient funds for assistance have made it necessary to reduce the percentage of need met by assistance payments. In a substantial number of families in these States, one payment at the State maximum has met the percentage of need for two persons.

The number of payments for combined need decreased during the war as some States increased the percent of need met and as rising living costs more frequently brought the total need for both spouses above the State maximums. A few States discontinued payments of this type altogether. Agencies in States that do not have State maximums, or have maximums over \$40, have usually discouraged combined payments because the amount of Federal matching is reduced if the payments exceed \$40.

Table 2.—Old-age assistance: Recipients and payments to recipients, by State, July 1945¹

State	Number of recipients	Payments to recipients		Percentage change from—				State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	June 1945 in—		July 1944 in—				Total amount	Average	June 1945 in—		July 1944 in—	
				Number	Amount	Number	Amount					Number	Amount	Number	Amount
Total.....	2,034,814	\$60,561,579	\$29.76	-0.2	+0.9	-2.2	+5.0	Mo.....	100,261	\$2,353,417	\$23.47	-0.1	+0.3	-2.8	+2.8
Ala.....	32,241	499,814	15.50	+9	+8	+9.1	+3.7	Mont.....	10,718	335,914	31.34	-1	+6	-3.4	+3.7
Alaska.....	1,322	47,610	36.01	+1	+4.5	-4.4	+7.4	Neb.....	23,973	690,263	28.79	-6	-4	-4.5	+5.1
Ariz.....	9,434	363,798	38.56	0	(?)	-1.2	-8	Nev.....	1,920	73,804	38.44	+1	+1	-3.0	-2.2
Ark.....	26,724	440,287	16.48	-4.2	-12.3	-2.1	-5.2	N. H.....	6,521	195,200	29.94	-4	-7	-1.4	+7.2
Calif.....	157,967	7,475,618	47.32	+1	+1	+2	+4	N. J.....	23,452	746,106	31.81	-5	-3	-6.9	+3.3
Colo.....	40,304	1,666,602	41.35	-4	-3	-1.4	-1.1	N. Mex.....	5,877	183,495	31.22	+6	-1.3	+0.4	+5.9
Conn.....	13,869	515,562	37.03	-1	+7	-2.7	+4.4	N. Y.....	103,225	3,607,673	34.95	-3	+1	-4.1	+1.4
Del.....	1,282	20,754	16.19	-1.2	+1.0	-14.8	-5.2	N. C.....	32,748	414,246	12.65	(?)	+1.2	-2.2	+0.7
D. C.....	2,405	86,532	35.98	-1.2	+11.5	-11.1	+4.7	N. Dak.....	8,706	289,013	33.20	-2	-6	-1.4	+8.2
Fla.....	41,042	1,188,514	28.96	+6	+8	+6.1	+26.5	Ohio.....	117,641	3,519,249	29.92	-5	-3	-5.4	-1.3
Ga.....	66,386	759,684	11.44	(?)	+2	-3.7	+5	Okl.....	78,626	2,674,592	34.02	+4	+16.7	+2.2	+31.7
Hawaii.....	1,439	53,423	23.23	+2	+3.1	-3.2	+11.6	Oreg.....	20,074	738,242	36.78	+2	+4.2	+2.8	+11.6
Idaho.....	9,598	307,128	32.00	-4	+5.5	-3.2	+1.3	Pa.....	82,611	2,492,751	30.17	-1	+5	-2.8	+2.6
Ill.....	121,162	3,908,197	32.21	-3	+6	-4.6	-8	R. I.....	7,213	244,878	33.95	(?)	+8	+2	+7.4
Ind.....	54,888	1,411,384	25.71	-5	-1	-6.4	-6	S. C.....	21,519	312,891	14.54	+6	+3.5	+1.4	+7.1
Iowa.....	49,129	1,567,101	31.90	-3	+3	-3.9	+7.0	S. Dak.....	12,658	323,238	25.54	-3	+3.8	-3.2	+4.2
Kans.....	28,052	810,115	28.88	-1	+1	-1.5	+3.6	Tenn.....	37,846	608,940	16.09	-2	-2	-1.1	-3.8
Ky.....	47,610	547,707	11.50	-1.2	-9	-12.1	-8.6	Tex.....	170,087	4,070,014	23.93	+2	+3	-1.0	+10.9
La.....	36,241	856,481	23.63	-6	-6	-1.0	+4.9	Utah.....	12,818	497,531	38.82	-4	-2	-2.9	+2.4
Maine.....	14,822	440,391	29.71	-5	-1	-1.9	+6.8	Vt.....	5,201	117,404	22.57	+8	+2.1	-5	+0.9
Md.....	11,498	320,324	27.86	-5	-2	-6.5	+8	Va.....	15,066	211,460	14.09	-2	+2.7	-6.8	+4.1
Mass.....	74,459	3,193,019	42.88	-1	+2	-2.0	+5.2	W. Va.....	61,259	2,994,043	48.88	+7	+1.9	+2.0	+32.4
Mich.....	84,407	2,618,446	31.02	+1	+1.3	-1.3	+4.5	W. Va.....	18,469	287,382	15.56	-4	-13.8	+1	-13.2
Minn.....	54,583	1,649,134	30.21	-4	-1	-4.5	+1.0	Wis.....	44,887	1,312,262	29.25	-1	+2	-4.7	+1.1
Miss.....	27,294	424,738	15.56	-9	(?)	+5.4	+12.5	Wyo.....	3,370	122,199	36.26	+3	+2	+4.7	+17.8

¹ For definitions of terms, see the *Bulletin*, July 1945, pp. 27-28. All data subject to revision.

² Increase of less than 0.05 percent.

³ Decrease of less than 0.05 percent.

Large numbers of combined payments have been permitted by the assistance agencies only in States in which a single payment to the husband fitted into the customary fam-

ily economy. To protect the individual's basic right to assistance, most agencies appropriately stress the right of each spouse to a payment in his own name if he wants

it. Unless safeguards are assured for the recipients aided through a payment to another person, a lapse of assistance may occur at a time when aid may be especially needed. If

Table 3.—General assistance: Cases and payments to cases, by State, July 1945¹

State	Number of cases	Payments to cases		Percentage change from—			
		Total amount	Average	June 1945 in—		July 1944 in—	
				Number	Amount	Number	Amount
Total ²	232,000	\$6,619,000	\$28.55	-1.0	-2.7	-9.0	-5.0
Ala.....	3,171	44,385	14.00	+2.1	+2.6	+12.6	+9.6
Alaska.....	153	4,830	31.57	+1.3	+17.9	+38.6	+38.3
Ariz.....	1,688	48,239	28.58	-4.0	+24.3	-21.6	-23.9
Ark.....	2,661	32,148	12.08	-3	+1.5	-7.9	+2.2
Calif.....	11,314	435,378	38.48	+6	+3.4	+2.0	+14.7
Colo.....	2,944	91,053	30.93	-7.0	-7.3	-36.6	-31.5
Conn.....	2,356	75,695	32.09	-1.6	-2.4	-6.9	-1.5
Del.....	332	8,332	25.10	-1.2	+1.1	+1.5	+11.9
D. C.....	727	29,617	40.74	-4	+11.2	-12.3	+4.2
Fla.....	4,700	44,000	9.36	-1.1	-4.5	-6.3	+3.8
Ga.....	2,522	29,378	11.65	-1.1	-4.4	-9.9	-2.0
Hawaii.....	521	16,337	31.36	-3.7	-12.0	-17.1	-9.3
Idaho.....	493	10,580	21.42	-14.0	-12.0	-17.1	-25.1
Ill.....	22,652	653,862	28.87	-1.7	-2.3	-1.0	+12.2
Ind.....	5,575	118,207	21.20	+1.3	-2.4	-19.6	-7.5
Iowa.....	3,654	67,908	18.58	-3.6	-3.3	-10.7	-1.4
Kans.....	3,164	92,752	29.31	-9	+10.2	+27.2	+37.1
Ky.....	1,500	21,000	14.00	-4.0	-6.9	-4.4	+3.3
La.....	7,982	144,526	18.11	+9.1	-9.5	+11.9	+4.3
Maine.....	1,808	54,050	29.89	-4.0	-9	-7.4	+1.1
Md.....	4,857	142,113	29.26	0	-3	-6.4	+12.8
Mass.....	12,059	390,112	32.35	-8	+7.2	+14.7	-4.0
Mich.....	10,433	317,597	30.44	+9	+2.3	-19.0	-12.9
Minn.....	4,722	122,079	25.85	-7.7	-3.1	-9.4	+9.0
Miss.....	321	2,722	8.48	0	-8.5	-24.2	-23.3
Mo.....	8,109	170,290	21.00	+1.2	-6.1	-15.0	-6.7
Mont.....	965	23,702	24.56	+1.8	-2.3	-1.3	+5.0
Nebr.....	1,572	32,599	20.74	-1.4	-6.6	+10.7	+29.2
Nev.....	173	3,865	22.34	+4.8	-4.6	-9.3	+7.2
N. H.....	1,098	26,765	24.39	-2.6	+1.0	+8.7	+2.3
N. J.....	4,440	145,955	32.87	-1.0	+12.8	+2.4	+16.3
N. Mex.....	1,127	24,964	22.15	+1	-2.3	-10.8	-4.1
N. Y.....	35,172	1,576,816	44.83	-1.2	-2.0	-14.3	-11.9
N. C.....	2,316	25,580	11.04	-2.2	+1.1	+6	+16.3
N. Dak.....	615	13,594	22.10	+2.5	-2.9	-13.4	-8.4
Ohio.....	10,622	290,895	27.39	-7	-2.7	-6.6	-1.3
Okl.....	14,504	37,825	25.99	(U)	-22.0	(U)	+5.0
Oreg.....	3,470	146,444	42.20	-11.9	-6.6	+10.7	+29.2
Pa.....	19,873	503,413	25.33	-1.0	-4.6	-9.3	+7.2
R. I.....	1,955	61,356	31.38	+1.1	+1.0	+8.7	+2.3
S. C.....	2,802	34,597	12.35	+3.6	+12.8	+2.4	+16.3
S. Dak.....	810	15,642	19.31	-2.3	-10.8	-4	-4.1
Tenn.....	1,200	9,500	7.92	-4	+3	-4.1	-1.2
Tex.....	2,900	45,000	15.52	-23.0	-28.6	-31.8	-31.5
Utah.....	1,391	56,222	40.42	-4	-3.1	-10.2	+6.3
Vt.....	623	13,517	21.70	-23.0	+2.5	-42.2	+1.5
Va.....	2,941	50,107	17.04	-6.2	-21.3	-18.0	-48.1
Wash.....	4,848	235,989	48.68	+2.1	-2.5	-13.9	-9.5
W. Va.....	3,833	44,660	11.65	-5.6	+4	-5.7	+9.1
Wis.....	4,387	102,883	23.45	-1.9			
Wyo.....	333	10,404	31.24				

¹ For definitions of terms, see the *Bulletin*, July 1945, pp. 27-28. All data subject to revision.

² Partly estimated; does not represent sum of State figures, because total excludes estimated number of cases and payments for medical care, hospitalization, and burial only in Indiana and New Jersey, and estimated duplication of cases in Oklahoma.

³ State program only; excludes program administered by local officials.

⁴ Based on actual reports including an estimated 97 percent of cases and 98 percent of payments.

⁵ Estimated.

⁶ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 60 percent of total.

⁷ Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

⁸ Decrease of less than 0.05 percent.

⁹ Excludes a few cases and a small amount of local funds not administered by the State agency.

¹⁰ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹¹ Represents 1,515 cases aided by county commissioners and 2,969 cases aided under program administered by State Board of Public Welfare; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

Table 4.—Aid to the blind: Recipients and payments to recipients, by State, July 1945¹

State	Number of recipients	Payments to recipients		Percentage change from—			
		Total amount	Average	June 1945 in—		July 1944 in—	
				Number	Amount	Number	Amount
Total.....	71,084	\$2,134,656	\$30.03	-0.2	(⁵)	-2.3	+1.6
Total, 46 States ²	55,353	\$1,680,040	\$30.35	-2	+0.1	-2.6	+2.5
Ala.....	759	12,121	15.97	+3	+6	+5.7	+7
Ariz.....	457	21,096	46.16	+1.3	+1.6	+14.5	+19.9
Ark.....	1,172	21,747	18.56	-3.8	-10.1	-3.0	-6.8
Calif.....	5,376	256,987	47.80	-7	-6	-8.4	-7.9
Colo.....	465	17,053	36.67	-6	-6	-9.4	-7.5
Conn.....	131	4,829	36.86	+8	+4.0	-2.2	+5.2
D. C.....	199	7,833	39.36	-5	+10.9	-15.0	-7.1
Fla.....	2,272	68,170	30.00	+2	+4	-1.4	+15.3
Ga.....	2,015	28,578	14.18	-2	-1	-5.9	-3.9
Hawaii.....	64	1,627	25.42	(⁵)	(⁵)	(⁵)	(⁵)
Idaho.....	206	6,821	33.11	0	+5.3	-6.8	-4.5
Ill.....	5,142	174,500	33.94	-1	+5	+1	+5.6
Ind.....	2,006	59,456	29.64	-9	-1.0	-9.6	-12.7
Iowa.....	1,248	41,444	33.21	-4	-1	-7.5	-4.4
Kans.....	1,054	32,935	31.25	-8	-6	-5.6	-1
Ky.....	1,579	20,500	12.98	+2	+3	-6	+2
La.....	1,364	36,968	27.10	-2	-8	-6.3	-4.8
Maine.....	814	24,934	30.63	-1	-1	-5.2	+2.8
Md.....	438	9,156	(⁵)	0	(⁵)	-2.9	(⁵)
Mass.....	969	43,291	44.68	+1.0	+1.7	+3.7	+12.2
Mich.....	1,252	43,371	34.64	+1	+6	-1.6	+2.8
Minn.....	954	35,844	37.57	+7	+5	+7	+9.5
Miss.....	1,466	32,585	22.23	+7	+9	+7.4	+46.5
Mo.....	3,000	75,000	25.00	-3	+4	+4.9	+20.5
Mont.....	323	11,207	34.70	-3	+4	+4.9	+20.5
Nebr.....	442	13,002	29.42	-1.1	-9	-15.6	-1.9
Nev.....	28	1,777	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
N. H.....	268	8,153	30.42	-4	-1.4	-4	+8.4
N. J.....	533	17,998	33.58	-2	+2	-2.6	+8
N. Mex.....	241	6,964	28.90	-2.0	-2.4	-9.4	-10.3
N. Y.....	2,914	114,038	39.13	-2	-2	+1.3	+8.4
N. C.....	2,343	43,971	18.77	+4	+1.1	+3.3	+17.4
N. Dak.....	109	3,627	33.28	-3.5	-7	-10.7	+3
Ohio.....	3,008	81,781	27.19	-3	+4	-5.3	-2
Okl.....	1,841	66,243	35.98	-3	+4.3	-3.1	+19.9
Oreg.....	374	17,269	46.17	+1	+9	+8	+10.6
Pa.....	12,703	378,439	29.79	(⁵)	(⁵)	-1.7	-1.8
R. I.....	103	3,381	32.83	0	+4.6	(⁵)	(⁵)
S. C.....	939	19,102	20.34	+1.8	+2.3	+7.9	+18.2
S. Dak.....	218	5,019	23.02	-9	+3.0	+5	+6.8
Tenn.....	1,533	30,553	19.93	-3	-6	-5	-2.2
Tex.....	4,618	112,834	24.45	-2	+1	+1	+9
Utah.....	128	5,106	39.89	+8	+3.4	-3.0	+5.6
Vt.....	160	4,890	30.56	+11.1	+19.2	+6	+8.6
Va.....	960	17,579	18.31	+6	+1.6	-5	+9.4
Wash.....	581	30,930	53.24	-3	-2.0	-6.6	+25.0
W. Va.....	812	14,656	18.05	-1.8	-15.1	-1.2	-20.9
Wis.....	1,390	41,048	29.53	-7	-1	-7.9	-2.3
Wyo.....	113	4,399	38.93	+9	+1.0	-8.1	-5

¹ For definitions of terms, see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent programs administered without Federal participation. Data exclude program administered without Federal participation in Connecticut, which administers such program concurrently with program under the Social Security Act. Alaska and Delaware do not administer aid to the blind. All data subject to revision.

² Under plans approved by Social Security Board.

³ Includes estimated decrease in payments due to change in payment date; see footnote 7.

⁴ Increase of less than 0.05 percent.

⁵ For description of concurrent program, see the *Bulletin*, April 1945, p. 26.

⁶ Not computed. Average payment not calculated on base of less than 50 recipients; percentage change, on less than 100 recipients.

⁷ Payments in Baltimore City for 1/2 month because of change in payment dates.

⁸ Estimated.

only the husband's eligibility had been completely established, the assistance case is usually closed after his death. The wife's eligibility must then be established before payments in her name may be approved.

From the point of view of comparable and accurate reporting, the disadvantages of single payments for two persons are obvious. Any record

of the second person aided usually appears only in the case record for the recognized "recipient." Combining payments obscures the data on average payments as well as on recipients. The Arkansas agency, in reporting the results of its special inquiry, pointed out that the average payment for all aged persons in June 1945 was actually \$15.06 instead of

the \$18.60 shown in reports based on the number of persons who received payments in their own names.

Procedures could be developed, however, to identify joint payments and to adjust current reports on both recipients and payments in the jurisdictions in which agencies believe that the advantages of such payments justify their retention.

Table 5.—Aid to dependent children: Recipients and payments to recipients, by State, July 1945¹

State	Number of recipients		Payments to recipients		Percentage change from—					
	Families	Children	Total amount	Average per family	June 1945 in—			July 1944 in—		
					Number of—		Amount	Number of—		Amount
					Families	Children		Families	Children	
Total.....	254,313	644,085	\$12,091,139	\$47.54	-0.5	-0.4	-0.3	-0.6	+0.4	+8.6
Total, 50 States ²	254,249	643,959	\$12,089,204	\$47.55	-0.5	-0.4	-0.3	-0.6	+0.4	+8.6
Alabama.....	5,172	14,292	131,229	25.37	+1.9	+1.8	+3.2	+10.3	+11.8	+10.9
Alaska ³	30	95	1,635	(⁴)	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)	(⁵)
Arizona.....	1,386	3,996	54,712	39.47	-2.2	-2.1	-2.3	-1.5	-1.2	+1.5
Arkansas.....	4,200	11,038	106,187	25.28	-8.4	-8.4	-10.3	-12.6	-12.6	-19.1
California.....	6,448	16,355	541,597	83.99	-1.6	-1.0	+1.8	-1.5	-2.6	+8.1
Colorado.....	3,067	8,470	172,690	55.76	-3.5	-3.2	+2.3	-8.7	-6.2	+43.8
Connecticut.....	2,017	5,179	159,766	79.21	0	+1.1	+2.3	+9.6	+10.1	+17.8
Delaware.....	275	791	18,422	66.99	+1.5	+1.5	+1.1	+14.6	+16.5	+39.0
District of Columbia.....	595	1,880	40,765	68.51	-7	-4	+13.5	+4.9	+8.5	+37.2
Florida ⁶	5,567	13,791	187,037	33.60	+1.7	+1.8	+2.0	+69.2	+76.7	+92.4
Georgia.....	3,906	9,785	97,530	24.97	-7	-7	-7	-2.1	+3	-1.2
Hawaii.....	498	1,548	30,554	61.35	-3.5	-4.1	-2	-6.2	-7.4	+5.4
Idaho.....	1,168	3,124	61,857	52.96	-1.9	-2.3	+2.5	-17.2	-18.6	+17.7
Illinois.....	19,740	47,261	986,577	49.98	-4	-4	-2	-5.1	-3.9	+42.9
Indiana.....	5,928	13,847	216,679	36.55	-2.1	-1.9	-1.9	-17.4	-14.4	-12.6
Iowa.....	3,003	7,608	81,690	27.20	-1.7	-1.7	-1.8	-1	+1.3	+1.2
Kansas.....	2,805	7,145	137,998	49.20	-1.9	-1.8	-1.8	-12.5	-12.1	-5.0
Kentucky ⁷	4,744	12,750	102,983	21.71	+3	+4	+2	+8.0	+10.1	+5.6
Louisiana.....	9,005	23,309	363,345	40.35	-1.3	-8	-10.9	-5.5	-8.5	-6.4
Maine.....	1,312	3,702	84,160	64.15	-5	+1	+2	-5.3	-6.1	+6.6
Maryland.....	2,861	8,171	81,223	(⁷)	-5	-1.0	(⁷)	+4.5	+4.9	(⁷)
Massachusetts.....	7,005	17,486	266,708	79.87	-9	-8	-1.5	+8	+1.1	+6.6
Michigan.....	12,705	30,680	794,182	62.61	+0	+9	+4.7	-3	+3	+3.7
Minnesota.....	4,544	11,554	214,494	47.20	-3.3	-2.8	+0.0	-13.4	-11.5	+1.7
Mississippi.....	2,883	7,430	74,819	25.95	+1.6	+1.9	+1.8	+4.1	+6.1	+5.6
Missouri.....	10,958	28,271	370,448	33.81	+4	+7	+7	+2	+4.1	+2.9
Montana.....	1,271	3,232	58,652	46.15	-2.2	-2.4	+1	-8.8	-6.9	+25.2
Nebraska ⁸	2,168	5,039	70,862	32.69	-2.3	-2.8	-2.6	-17.8	-17.7	-17.4
Nevada.....	64	189	7,895	30.83	(⁹)	(⁹)	(⁹)	(⁹)	(⁹)	(⁹)
New Hampshire.....	749	1,862	60,902	67.96	+5	+1.0	-1	+9.7	+7.9	+37.0
New Jersey.....	3,141	7,848	187,968	59.84	-3.0	-3.0	-8	-15.5	-13.3	+3.6
New Mexico.....	2,549	6,785	95,988	37.66	+3	-1.1	-2.1	+17.8	+8.0	+21.0
New York.....	19,017	44,461	1,405,481	73.91	+4	+8	-5	+2.5	+4.0	+4.0
North Carolina.....	6,042	15,545	151,409	25.06	-1.2	-1.3	-2	-5.4	-1	+11.1
North Dakota.....	1,436	4,022	78,258	54.50	-2.2	-1.4	-3.0	-9.6	-7.7	+7.1
Ohio.....	7,214	19,700	391,113	54.22	-2.4	-1.9	-2.5	-8.1	-7.4	-3.0
Oklahoma.....	14,899	35,831	616,985	34.64	+7	+1.1	+2.1	+10.4	+9.8	+12.6
Oregon.....	1,230	2,986	97,982	70.66	-1.1	-1.1	-9	+4.2	+3.3	+13.7
Pennsylvania.....	22,184	58,594	1,407,303	63.44	+1.2	+6	+8	-6	-3	+14.6
Rhode Island.....	1,243	3,204	84,718	68.16	+7	+1	+1.2	+14.2	+12.7	+20.0
South Carolina.....	3,713	10,887	84,704	22.81	+7	+1.2	-5.0	+8.2	+6.6	+6.7
South Dakota.....	1,414	3,414	52,560	37.17	-2.2	+1.9	-10.1	-6.0	-2.9	+7.6
Tennessee.....	10,935	28,554	330,951	30.27	-7	-4	-5	+6	+1.5	-1.4
Texas.....	11,117	24,334	231,429	20.82	+2	+2	+3	+4.5	+4.6	+3.6
Utah.....	1,798	4,816	132,606	73.78	-2.7	-1.5	-2.0	-3.3	-2.8	-4
Vermont.....	669	1,464	19,556	34.37	-1.2	-1.0	-7	+1.7	+1.7	+3.9
Virginia.....	3,404	9,688	106,408	31.26	-1.4	-1.3	+4.2	-6.5	-6.9	+11.8
Washington.....	3,550	8,792	323,262	91.06	+2	+4	+1.2	+9.0	+9.7	+20.0
West Virginia.....	7,061	19,720	196,236	27.79	-9	-8	-15.7	+3.8	+5.1	-11.5
Wisconsin.....	5,323	12,953	293,291	55.10	-2.8	-2.7	-2.5	-13.6	-13.4	-4.2
Wyoming.....	280	770	16,561	59.15	-1.1	-8	-1.6	-15.9	-12.7	+13.3

¹ For definitions of terms, see the *Bulletin*, July 1945, pp. 27-28. Figures in italics represent program administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky, and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

² Under plans approved by Social Security Board.

³ Includes estimated decrease in payments due to change in payment date; see footnote 7.

⁴ July 1945 first month under approved plan.

⁵ Not computed. Average payment not calculated on base of less than 50 families; percentage change, on less than 100 families.

⁶ For description of concurrent program, see the *Bulletin*, April 1945, p. 26.

⁷ Payments made in Baltimore City for 1/2 month because of change in payment dates.

Employment Security

Unemployment Compensation

July activities.—Although somewhat fewer workers than in June filed initial claims, the July number was 154 percent greater than in July 1944. Continued claims rose a third above the June level and were 172 percent higher than a year earlier. The gradual increase in claims loads during the past few months is shown by the following figures for the country as a whole:

	Initial	Continued
April.....	153,407	487,751
May.....	219,739	618,093
June.....	269,457	810,158
July.....	267,592	1,080,984

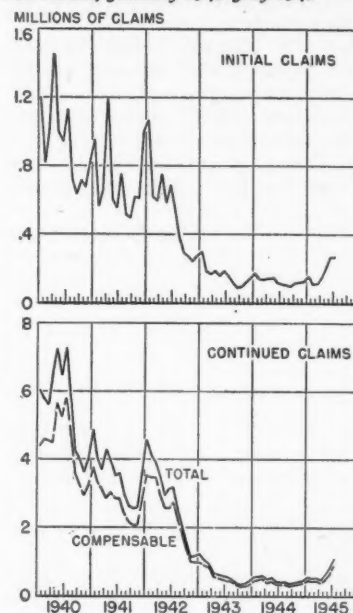
Scattered cut-backs in war production have caused most of the month-to-month increases through June and the July rise in continued claims. Administrative changes, seasonal unemployment, and shortages of material also influenced the July claims. As compared with a year earlier, initial claims more than doubled in 24 States and continued claims in 25.

In the country as a whole, benefits of \$14.4 million were paid to a weekly average of 185,000 beneficiaries, 48 and 43 percent more than in June. Changes in benefit provisions, which for the most part resulted in larger payments over longer periods during 1945, are partly responsible for the large increase of 230 percent from the July 1944 level of payments. Funds available for benefits at the end of July stood at \$6,843 million, \$159 million more than at the end of June.

Fifteen States—Alabama, Arizona, Georgia, Iowa, Massachusetts, Minnesota, Missouri, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Rhode Island, Tennessee, and Washington—reported cut-backs due to cancellations of war contracts as one of the main causes of the June-July increase in claims. In Alabama, where initial claims rose 57 percent, lay-offs in the aircraft industry, shipyards, and an aluminum company were reported. Half of the new claimants in compensable status were iron and steel workers. Many textile-products workers were also found in the claimant group.

In Arizona a small steady stream

Chart 1.—Number of initial and continued claims, January 1940–July 1945



of displaced workers, mostly women from war plants, contributed to a 12-percent rise in initial claims. Continued claims rose 87 percent, indicating that workers laid off in earlier periods had not yet found other jobs.

Georgia reported cut-backs in shipbuilding plants in Savannah and Brunswick. Other workers in the State were laid off by a hosiery plant, a chenille-manufacturing plant, a shoe-manufacturing plant, and a textile plant, and there were several seasonal lay-offs by peanut wholesale and processing establishments.

In Iowa the increases of 262 percent in initial claims and 54 percent in continued claims were due to women claimants formerly employed in a Des Moines ordnance plant.

Massachusetts reported a 5-percent increase in initial claims and a 48-percent increase in continued claims. Though nearly all local offices showed increases attributable to lay-offs, much of the over-all rise was the result of administrative procedures; most of the claims are filed early in the week, and July had one more Monday and Tuesday than June. Brockton and Fall River claims were swollen by displaced workers from shipyards. Other Fall River claimants came from local garment shops, in which a temporary shortage of material slackened production. Boston also reported lay-offs in the garment

Table 1.—Summary of unemployment compensation operations, July 1945 and August 1944–July 1945

Item	July 1945			August 1944–July 1945		
	Number or amount	Percentage change from—		Number or amount	Percentage change from—	
		June 1945	July 1944		August 1943–July 1944	August 1942–July 1943
Initial claims.....	267,592	−0.7	+153.9	1,850,393	+23.2	−33.6
New.....	202,958	−7.4	+166.4	1,353,446	+30.8	(1)
Additional ²	64,634	+24.8	+100.5	496,947	(1)	(1)
Continued claims.....	1,080,984	+33.4	+172.5	6,636,143	+21.3	−32.7
Waiting-period ³	185,400	+5.2	+142.8	1,202,511	+21.9	−40.1
Compensable.....	895,584	+41.3	+180.0	5,433,632	+21.2	−54.8
Weeks compensated.....	803,706	+43.3	+182.4	4,966,233	+20.0	−57.7
Total unemployment ⁴	737,761	+45.7	+196.7	4,508,307	+22.7	−57.6
Part-total unemployment ^{4,5}	10,178	+9.3	+23.9	97,829	−18.4	−66.2
Partial unemployment ^{4,6}	33,470	−1.8	+68.3	314,140	−18.8	−53.3
First payments ^{4,7}	120,298	+12.6	+222.3	676,041	+32.3	−34.9
Exhaustions ^{4,8}	8,604	+4.7	+17.4	105,317	−5.5	−76.2
Weekly average beneficiaries.....	185,473	+43.3	+182.4	95,504	+20.0	−57.7
Benefits paid.....	\$2,232,227,540	+48.2	+230.1	\$81,105,864	+35.4	−45.5
Funds available as of July 31.....	\$6,843,442,523	+2.4	+23.1			

¹ Data not available for all States.

² Excludes Maryland, Ohio, Texas, and Wisconsin, which have no provision for filing additional claims; also Indiana and Pennsylvania before April 1945 and Florida before July.

³ Excludes Maryland, which has no provision for filing waiting-period claims, beginning April 1945.

⁴ Excludes Connecticut for July; data not reported.

⁵ Excludes New York because data not reported; Montana and Pennsylvania, which have no provisions for partial and part-total unemployment; and Rhode Island and West Virginia, which have no provisions for part-total unemployment.

⁶ Based on 45 States reporting comparable data.

⁷ Based on 46 States reporting comparable data.

⁸ Excludes Wisconsin; data not comparable.

⁹ Based on 49 States reporting comparable data.

¹⁰ Based on 48 States reporting comparable data.

¹¹ Excludes Wisconsin because data not comparable; also Wyoming before April 1945.

¹² Based on 47 States reporting comparable data.

¹³ Unadjusted for voided benefit checks and transfers under interstate combined wage plan.

¹⁴ Adjusted for voided benefit checks and transfers under interstate combined wage plan.

industry, and in candy factories hit by sugar shortages.

In Minnesota, where initial and continued claims rose 42 and 80 percent, respectively, most of the claimants had been laid off by war plants and food-processing plants.

Missouri reported an 86-percent rise in initial claims resulting from reduced activity in war industries, particularly a cartridge company and an airplane-manufacturing plant.

New Jersey's increase of 41 percent in continued claims was attributed mainly to three factors: a more liberalized benefit formula effective July 1, which lengthened maximum duration from 18 to 26 weeks; scattered lay-offs caused by curtailment of war production; and midyear inventory lay-offs, particularly in the garment industry. The amount expended for benefits rose 47 percent, partly because of the rise in compensable claims and partly because of an increase in the weekly benefit amount—from \$7 to \$9 for the minimum and \$18 to \$22 for the maximum.

In New York, initial claims fell 32 percent but continued claims rose 44 percent. Cut-backs were made at a slower rate in July than in any month since V-E day. Although some cancellation of contracts affected claims loads, new contracts, transfers of workers to other departments, recall of subcontracts, and cuts in hours lessened materially the number of persons who otherwise might have become unemployed. A substantial number of those laid off have not applied for benefits. In New York City, which had three-fifths of all claimants in the State, the increase in the claims loads was largely dependent on the trend of unemployment in the apparel industries, in which lack of war contracts and material shortages were reported to be retarding the seasonal return of some workers. New York State paid benefits in July for 4,405 weeks of unemployment on claims filed by workers who had earned wage credits in New York and migrated to other States. This was the largest number of weeks compensated for interstate claims by any State during the month. The largest number of interstate claims from any one State compensated by New York was 693 from California.

North Carolina reported a 75-percent increase in initial claims. Only a small portion of this increase was

due to war-production cut-backs; other contributing factors were a strike in the laundry industry in Charlotte, a lay-off in a hosiery mill, and a seasonal lay-off in a tobacco company.

Sharp cut-backs in May and June contributed to Ohio's 84-percent increase in continued claims. In

Youngstown, with more than 40 percent of the State's total compensable-claims load, most of the claimants were women; in Toledo, where new cut-backs in war plants resulted in lay-offs, placement problems arose because jobs were not available for women at suitable wages for skilled workers.

Table 2.—Initial claims received in local offices, by State, July 1945, and high and low month since beginning of program

[Data reported by State agencies, corrected to Aug. 27, 1945]

Social Security Board region and State	July 1945			High month		Low month	
	Total ¹	Percentage change from—		Number	Date	Number	Date
		June 1945	July 1944				
Total.....	267,592	-0.7	+153.9	202,958	1,452,528	Apr. 1940	190,361
Region I:							
Connecticut.....	8,106	-9.9	+114.3	6,311	93,128	Jan. 1938	1,336
Maine.....	1,622	+15.8	+62.7	1,212	20,140	Mar. 1940	500
Massachusetts.....	10,504	+4.9	+97.8	6,838	126,466	Apr. 1940	4,249
New Hampshire.....	356	-7.8	-33.7	274	15,397	Mar. 1940	239
Rhode Island.....	5,224	+53.6	+205.3	4,505	67,731	Jan. 1938	1,236
Vermont.....	118	-22.4	+25.5	102	8,692	do.....	63
Region II-III:							
Delaware.....	820	-16.8	+763.2	688	6,519	Jan. 1939	80
New Jersey.....	14,461	+9.4	+76.4	10,140	98,630	do.....	6,381
New York.....	40,975	-31.6	+103.8	27,228	417,936	Apr. 1940	16,354
Pennsylvania.....	14,444	-19.3	+224.8	13,474	112,400	Apr. 1939	2,905
Region IV:							
Dis. of Columbia.....	196	+18.1	-18.7	187	6,224	Jan. 1940	166
Maryland.....	1,718	-2.4	+126.9	1,718	72,299	Jan. 1938	358
North Carolina.....	1,954	+75.1	+11.3	1,734	38,824	Jan. 1939	853
Virginia.....	651	-13.4	+57.1	613	38,828	Apr. 1940	263
West Virginia.....	3,650	+12.8	+87.9	3,355	87,444	Apr. 1941	679
Region V:							
Kentucky.....	2,437	-1.9	+110.8	2,223	30,221	Jan. 1939	1,112
Michigan.....	40,566	-1	+563.5	31,355	250,285	July 1938	2,716
Ohio.....	9,863	+50.5	+374.2	9,863	119,213	Jan. 1939	1,765
Region VI:							
Illinois.....	27,203	+6.2	+92.5	19,199	120,684	Apr. 1940	11,435
Indiana.....	9,496	-27.8	+688.0	6,264	46,477	Aug. 1938	992
Wisconsin ²	2,521	+17.8	+78.7	2,521	28,721	Jan. 1938	575
Region VII:							
Alabama.....	3,946	+57.2	+337.0	3,660	68,332	do.....	608
Florida.....	4,807	+135.5	+159.0	2,907	21,924	July 1941	778
Georgia.....	1,913	+33.7	+212.1	1,437	19,983	July 1940	538
Mississippi.....	1,246	+50.1	+160.1	1,159	11,908	Apr. 1938	302
South Carolina.....	885	+60.6	+20.4	801	19,580	July 1939	509
Tennessee.....	3,028	+21.2	+37.4	2,591	45,220	Jan. 1938	1,289
Region VIII:							
Iowa.....	2,968	+262.1	+504.4	2,869	21,778	July 1938	268
Minnesota.....	1,368	+41.6	+116.5	1,147	30,975	Jan. 1941	274
Nebraska.....	370	+110.2	+98.9	308	14,740	Jan. 1939	61
North Dakota.....	42	(³)	(³)	33	4,211	do.....	5
South Dakota.....	74	+15.6	+13.8	68	3,689	do.....	39
Region IX:							
Arkansas.....	1,469	+77.4	+26.9	1,422	16,137	do.....	351
Kansas.....	1,064	-19.0	+128.9	965	19,513	do.....	360
Missouri.....	7,212	+86.1	+150.8	6,556	41,740	do.....	1,613
Oklahoma.....	1,758	-17.5	+161.2	1,596	22,325	Dec. 1938	462
Region X:							
Louisiana.....	2,377	+38.5	+74.7	2,052	23,250	July 1941	777
New Mexico.....	93	+29.2	+5.7	60	4,394	Dec. 1938	33
Texas.....	3,236	-5.2	+98.9	3,236	38,119	Jan. 1940	1,341
Region XI:							
Colorado.....	185	-19.9	-28.6	174	20,139	Jan. 1939	117
Idaho.....	246	+59.7	+113.9	231	7,420	Jan. 1940	30
Montana.....	116	-13.4	+10.5	100	6,273	Jan. 1941	42
Utah.....	225	+92.3	-48.5	215	7,913	Jan. 1939	48
Wyoming.....	27	(³)	(³)	26	5,489	do.....	1
Region XII:							
Arizona.....	899	+11.8	+292.6	836	4,125	Jan. 1940	131
California.....	27,130	+4.5	+171.9	16,881	129,764	Jan. 1938	6,142
Nevada.....	61	-3.2	(³)	39	2,631	Jan. 1939	25
Oregon.....	1,332	+22.7	+193.4	774	25,630	Dec. 1939	157
Washington.....	2,125	+78.7	+261.4	972	49,277	Jan. 1939	272
Territories:							
Alaska.....	13	(³)	(³)	7	613	Jan. 1940	1
Hawaii.....	2	(³)	(³)	2	1,661	Sept. 1940	1

¹ Includes additional claims except in Maryland, Ohio, Texas, and Wisconsin, which have no provision for filing additional claims.

² United States totals not comparable before July 1939.

³ Since Wisconsin has no provision for a benefit year, a new claim is the first claim filed by a worker with respect to each period of total or part-total unemployment.

⁴ Not computed, because fewer than 50 claims were reported in either or both periods.

Pennsylvania's 19-percent decrease in initial claims was partly caused by the unusually large number of initial claims which had been filed in June, when a new benefit year began, and which therefore overshadowed the July volume of initial claims. The rise of 82 percent in continued claims was also influenced by the beginning of the benefit year, since each eligible claim-

ant was able to file only two compensable claims in June as compared with as many as four or five in July. Other reasons for the filing of claims in July were war-contract cut-backs and industrial disputes in Johnstown and Shenandoah.

Rhode Island's initial-claims load was 54 percent greater in July. Large-scale lay-offs in shipyards was one

of the contributing factors, though the number who filed claims was much smaller than the number displaced. Many workers were quickly absorbed by other industries or withdrew from the labor market.

In Tennessee, particularly in the central part, many of the claims filed were interstate claims against wage credits earned in other States; 763 weeks were compensated under this procedure during the month. The continued-claims load jumped 27 percent over that in June, partly because of lay-offs from an aircraft plant, re-conversion of a manufacturing plant, and seasonal unemployment of tobacco processors.

The beginning of a new benefit year in Washington on July 1 was one reason for the 79-percent rise in initial claims. Other reasons were the shut-down of shingle mills for repairs and of several logging camps because of material shortages in Everett; temporary lay-offs of women in fish canneries and of men shingle weavers in Aberdeen; and lay-offs in shipyards and a seasonal slack in fruit-packing concerns in Vancouver.

Administrative factors affected the claims loads in Arkansas, Oregon, and Utah during July. Arkansas' initial claims rose 77 percent with the beginning of a new benefit year on July 1.

A change in the Oregon law effective the latter part of June liberalized benefits by increasing the maximum weekly amount to \$18, and extending the maximum duration to 20 weeks. Thus claimants who had previously received benefits for the maximum period in the benefit year were eligible for additional benefits in July. Continued claims rose 59 percent in the month, and benefit payments totaled \$52,790 as compared with \$32,338 in June.

Initial claims in Utah increased 92 percent, largely as a result of the beginning of a new benefit year on July 2.

Nebraska reported an increase in initial claims of 110 percent; most of the claimants were women laid off by a temporary shut-down of a canning factory.

State Data by High and Low Month

In comparing the State data on high and low months, shown here for the first time in tables 2, 3, and 4, the significance of administrative and legal changes should be kept in mind.

Table 3.—Continued claims received in local offices, by State, July 1945, and high and low month since beginning of program

[Data reported by State agencies, corrected to Aug. 27, 1945]

Social Security Board region and State	July 1945			High month		Low month	
	Total ¹	Percentage change from—		Number	Date	Number	Date
		June 1945	July 1944				
Total.....	1,080,984	+33.4	+172.5	895,584	July 1940	331,095	Oct. 1943
Region I:							
Connecticut.....	28,690	+68.1	+192.0	22,674	Feb. 1938	2,500	Oct. 1943
Maine.....	9,553	+9	+250.1	8,417	Mar. 1938	2,091	Sept. 1943
Massachusetts.....	34,150	+48.0	+56.9	27,752	July 1940	11,868	Oct. 1943
New Hampshire.....	1,475	-9.2	+19.2	1,374	Apr. 1940	1,128	Mar. 1945
Rhode Island.....	14,758	+34.5	+96.5	12,788	Mar. 1938	4,216	Dec. 1943
Vermont.....	911	+63.6	+22.6	743	do.....	449	Sept. 1944
Region II-III:							
Delaware.....	3,172	+94.1	+732.5	2,753	Feb. 1940	282	Dec. 1943
New Jersey.....	50,245	+40.6	+111.5	41,178	Feb. 1939	21,058	June 1944
New York.....	197,710	+43.5	+172.9	152,013	July 1940	58,825	Sept. 1944
Pennsylvania.....	47,913	+81.8	+111.6	38,287	Mar. 1938	15,218	Apr. 1945
Region IV:							
District of Columbia.....	1,047	0	-45.2	943	do.....	1,047	June 1945
Maryland.....	9,514	+34.0	+90.1	9,514	do.....	2,330	Oct. 1944
North Carolina.....	7,608	+27.2	+63.2	5,425	Aug. 1938	3,036	Dec. 1944
Virginia.....	5,024	+12.2	+5.1	4,515	July 1938	1,073	Nov. 1944
West Virginia.....	12,929	+14.4	+67.9	11,888	May 1938	3,327	Apr. 1945
Region V:							
Kentucky.....	14,143	+24.7	+100.0	13,292	May 1939	6,283	Sept. 1944
Michigan.....	208,798	+30.1	+910.1	188,181	Sept. 1938	6,266	Oct. 1943
Ohio.....	20,988	+84.0	+250.2	14,951	May 1939	4,643	Oct. 1944
Region VI:							
Illinois.....	98,868	+28.6	+116.4	85,094	May 1940	27,383	Oct. 1943
Indiana.....	28,452	+31.1	+520.5	22,902	Aug. 1938	4,585	July 1944
Wisconsin.....	7,495	+31.1	+92.6	4,978	Jan. 1938	3,462	Apr. 1945
Region VII:							
Alabama.....	12,252	+57.1	+216.1	9,352	Aug. 1938	3,020	Apr. 1944
Florida.....	13,304	-11.2	+121.2	11,088	July 1940	4,776	May 1944
Georgia.....	8,589	+63.3	+228.7	6,220	do.....	2,541	Oct. 1944
Mississippi.....	6,295	+60.8	+150.9	4,815	Feb. 1940	1,734	Sept. 1944
South Carolina.....	3,628	+23.7	+25.2	3,127	Jan. 1939	2,640	Oct. 1944
Tennessee.....	14,079	+27.1	+4.3	12,372	Mar. 1938	10,085	May 1945
Region VIII:							
Iowa.....	5,537	+53.8	+117.1	3,579	Jan. 1939	1,265	Oct. 1944
Minnesota.....	6,029	+80.1	+158.2	4,064	Mar. 1938	1,011	Do.
Nebraska.....	1,228	+73.9	+79.3	839	Feb. 1939	246	Nov. 1944
North Dakota.....	185	+68.2	+55.5	170	Mar. 1939	24	Oct. 1944
South Dakota.....	440	+11.1	+7.6	426	Feb. 1939	209	Sept. 1944
Region IX:							
Arkansas.....	4,630	+62.3	+95.9	3,986	July 1940	2,222	Feb. 1945
Kansas.....	4,701	+33.6	+71.4	4,153	Mar. 1939	1,740	Oct. 1944
Missouri.....	16,784	+79.7	+35.1	12,699	May 1940	7,300	May 1945
Oklahoma.....	7,665	+51.5	+180.1	6,643	Mar. 1939	2,188	Apr. 1945
Region X:							
Louisiana.....	8,156	+28.1	+51.0	6,792	May 1940	3,695	Oct. 1944
New Mexico.....	388	+40.6	+133.7	377	Mar. 1939	157	Nov. 1944
Texas.....	16,981	+46.5	+110.8	14,857	July 1940	7,973	Oct. 1944
Region XI:							
Colorado.....	1,197	-11.4	-21.0	1,127	Mar. 1939	517	Mar. 1945
Idaho.....	1,285	+65.2	+112.0	956	do.....	195	Oct. 1943
Montana.....	793	+18.0	+66.4	667	Feb. 1940	228	Do.
Utah.....	346	-24.8	-51.0	239	Mar. 1938	229	May 1943
Wyoming.....	99	(²)	(²)	95	Feb. 1939	26	Nov. 1943
Region XII:							
Arizona.....	3,088	+87.3	+287.9	2,681	Mar. 1938	659	Sept. 1943
California.....	130,682	+5.8	+204.9	107,578	Jan. 1940	20,793	Oct. 1943
Nevada.....	194	-19.8	+30.2	178	Jan. 1941	119	Nov. 1943
Oregon.....	4,837	+59.3	+245.5	4,393	Mar. 1938	462	Sept. 1944
Washington.....	4,094	+18.5	+195.8	2,410	Feb. 1940	790	Oct. 1944
Territories:							
Alaska.....	53	(²)	-47.5	37	Mar. 1939	38	June 1945
Hawaii.....	2	(²)	(²)	2	Jan. 1940	2	July 1945

¹ Includes waiting-period claims except in Maryland, which has no provision for filing waiting-period claims.

² United States totals not comparable before July 1939.

³ Not computed, because fewer than 50 claims were reported in either or both periods.

Increases in coverage, extension of maximum duration, and other liberalizing administrative factors affecting the operations in various States from year to year have increased both the number of beneficiaries and the number of claims. For any given period of time, therefore, data on high and low months will reflect these factors and the over-all economic situation.

For the Nation as a whole, the high

months in initial claims, continued claims, and number of beneficiaries came in 1940—in April, July, and June, respectively—before the defense program began to absorb the unemployed. The corresponding low months were reached in September, October, and November 1943, the peak period of war production. Since then there has been a gradual over-all increase in claims and beneficiaries.

For many States, on the other hand, the low months did not come in 1943 but later; more States show low months in 1944 than in any other year. Ten States reported all-time low volumes of initial claims in 1945. The District of Columbia reported the lowest average weekly number of beneficiaries in June 1945, Tennessee in May, and Colorado, Missouri, Oklahoma, West Virginia, and Vermont in April.

Table 4.—Average weekly number of beneficiaries, by State, July 1945, and high and low month since beginning of program¹

[Data reported by State agencies, corrected to Aug. 27, 1945]

Social Security Board region and State	July 1945			High month		Low month		
	Average weekly number of beneficiaries	Percentage change from—		Number	Date	Number	Date	
		June 1945	July 1944					
Total.....	185,473	+43.3	+182.4	1,268,566	June 1940	56,354	Nov. 1943	
Region I:								
Connecticut.....	4,260	+95.4	+167.8	60,022	Mar. 1938	407	Oct. 1943	
Maine.....	1,828	-5.9	+304.4	18,218	May 1940	339	Apr. 1944	
Massachusetts.....	5,502	+62.6	+60.4	95,935	June 1940	2,189	Oct. 1943	
New Hampshire.....	223	-18.6	+42.0	11,047	Mar. 1938	157	July 1944	
Rhode Island.....	3,026	+33.2	+89.7	49,498	do.	960	Dec. 1943	
Vermont.....	126	+40.0	-11.3	4,850	do.	44	Apr. 1945	
Region II-III:								
Delaware.....	550	+89.0	+554.8	3,394	Feb. 1940	54	Oct. 1943	
New Jersey.....	7,500	+42.3	+94.4	56,564	Mar. 1939	617	Sept. 1944	
New York.....	37,843	+100.0	+236.8	286,609	July 1940	10,778	Oct. 1944	
Pennsylvania.....	6,938	+198.4	+130.6	204,127	Mar. 1938	1,890	June 1944	
Region IV:								
District of Columbia.....	214	+2.4	-46.6	6,496	Mar. 1940	209	June 1945	
Maryland.....	2,439	+41.1	+112.1	44,414	Mar. 1938	613	Oct. 1944	
North Carolina.....	1,102	+5.4	+89.3	37,072	June 1938	466	Dec. 1944	
Virginia.....	992	+8.7	-1.2	31,359	July 1938	212	Nov. 1944	
West Virginia.....	1,076	+66.3	+6.4	42,982	June 1938	422	Apr. 1945	
Region V:								
Kentucky.....	1,354	+3.7	+21.9	20,858	May 1939	946	Aug. 1944	
Michigan.....	38,845	+34.1	+846.3	108,685	Sept. 1938	1,271	Oct. 1943	
Ohio.....	2,811	+93.9	+195.6	71,072	June 1939	708	Oct. 1944	
Region VI:								
Illinois.....	18,021	+27.2	+111.5	109,639	Jan. 1940	5,535	Nov. 1943	
Indiana.....	5,237	+49.7	+447.2	56,957	Oct. 1938	957	July 1944	
Wisconsin.....	910	+40.6	+103.1	28,684	Mar. 1938	448	Do.	
Region VII:								
Alabama.....	1,951	+49.5	+161.2	32,814	May 1938	649	May 1944	
Florida.....	2,723	+4.0	+211.9	20,656	Aug. 1940	532	Apr. 1944	
Georgia.....	1,236	+62.0	+193.6	19,109	do.	405	Oct. 1944	
Mississippi.....	779	+61.6	+191.8	11,023	Mar. 1940	212	Nov. 1944	
South Carolina.....	419	-6.9	+47.5	10,465	Mar. 1939	268	Oct. 1944	
Tennessee.....	1,516	+20.8	-30.1	27,211	June 1938	1,218	May 1945	
Region VIII:								
Iowa.....	655	+14.5	+55.6	22,248	Mar. 1939	196	Oct. 1944	
Minnesota.....	729	+64.6	+90.3	33,292	Apr. 1938	154	Do.	
Nebraska.....	147	+27.8	+3.5	6,995	Mar. 1940	32	Nov. 1944	
North Dakota.....	11	(²)	(²)	2,609	Mar. 1939	2	Oct. 1944	
South Dakota.....	50	-2.0	(²)	2,292	do.	8	Do.	
Region IX:								
Arkansas.....	329	+38.2	+82.8	12,628	May 1940	180	July 1944	
Kansas.....	775	+62.5	+53.2	10,060	Mar. 1939	280	Oct. 1944	
Missouri.....	2,106	+52.0	-6.6	20,992	Mar. 1942	873	Apr. 1945	
Oklahoma.....	828	+120.2	+199.5	13,325	Mar. 1939	220	Do.	
Region X:								
Louisiana.....	1,387	+16.1	+83.0	19,749	June 1940	526	Nov. 1943	
New Mexico.....	22	(²)	(²)	3,798	Mar. 1939	9	Aug. 1944	
Texas.....	1,859	+51.6	+214.0	30,911	do.	592	July 1944	
Region XI:								
Colorado.....	195	-21.1	-23.7	11,364	do.	57	Apr. 1945	
Idaho.....	180	-18.2	-10.1	10,154	do.	15	Nov. 1943	
Montana.....	104	+6.1	+19.5	10,779	Mar. 1940	41	Oct. 1943	
Utah.....	61	-41.9	-33.7	8,005	Mar. 1938	50	July 1943	
Wyoming.....	7	(²)	(²)	3,842	Mar. 1940	0	Sept. 1943	
Region XII:								
Arizona.....	386	+179.7	+365.1	4,612	Mar. 1938	50	Do.	
California.....	24,770	+8.2	+193.5	114,455	Mar. 1940	4,249	Nov. 1943	
Nevada.....	35	(²)	(²)	2,695	do.	29	Oct. 1944	
Oregon.....	869	+55.7	+217.2	22,007	Mar. 1938	64	Sept. 1943	
Washington.....	585	-29.9	+63.4	26,082	Mar. 1940	133	Do.	
Territories:								
Alaska.....	21	(²)	(²)	1,222	Aug. 1940	10	Nov. 1942	
Hawaii.....	1	(²)	(²)	1,195	Jan. 1940	0	Sept. 1944	

¹ For years before 1940, data are average weekly number of payments issued during month.

² United States totals not comparable before July 1939.

³ Not computed, because fewer than 50 beneficiaries were reported in either or both periods.

Table 5.—Average weekly number of veterans paid readjustment allowances and amount of benefits paid, by State,¹ July 1945²

State ¹	Average weekly number of veterans	Amount of benefits paid
Total.....	35,524	\$3,523,445
Alabama.....	615	60,483
Alaska.....	0	0
Arizona.....	237	22,792
Arkansas.....	747	75,481
California.....	2,062	213,226
Colorado.....	64	6,150
Connecticut.....	716	71,315
Delaware.....	56	5,476
District of Columbia.....	282	25,811
Florida.....	361	36,403
Georgia.....	609	80,443
Hawaii.....	3	260
Idaho.....	11	1,528
Illinois.....	1,339	143,703
Indiana.....	691	64,202
Iowa.....	396	43,388
Kansas.....	127	12,742
Kentucky.....	171	81,264
Louisiana.....	144	12,940
Maine.....	201	19,788
Maryland.....	109	12,107
Massachusetts.....	945	91,419
Michigan.....	1,027	109,472
Minnesota.....	596	55,607
Mississippi.....	190	19,035
Missouri.....	648	59,731
Montana.....	53	5,434
Nebraska.....	41	4,974
Nevada.....	13	1,140
New Hampshire.....	157	15,200
New Jersey.....	2,416	252,462
New Mexico.....	42	4,358
New York.....	3,709	341,904
North Carolina.....	760	76,194
North Dakota.....	7	673
Ohio.....	264	25,586
Oklahoma.....	61	7,059
Oregon.....	65	6,575
Pennsylvania.....	4,538	407,038
Puerto Rico.....	3,623	331,997
Rhode Island.....	282	26,474
South Carolina.....	491	48,610
South Dakota.....	41	4,031
Tennessee.....	970	112,543
Texas.....	3,684	367,955
Utah.....	32	3,338
Vermont.....	28	2,768
Virginia.....	196	21,677
Washington.....	57	5,960
West Virginia.....	612	78,910
Wisconsin.....	384	35,447
Wyoming.....	3	363

¹ Includes Puerto Rico.

² Represents activities under provisions of title V of the Servicemen's Readjustment Act of 1944.

Data compiled from reports for weeks ended during month, corrected to Aug. 27, 1945.

Source: Data reported to Readjustment Allowance Division, Veterans Administration, by unemployment compensation agencies in 45 States, the District of Columbia, Hawaii, and Alaska. Includes data reported by Veterans Administration for Puerto Rico.

In Michigan, the volume of initial claims filed this July was nearly 15 times the lowest monthly number for the State (September 1943). In 6 States, on the other hand, the July volume was less than double the lowest monthly number. For continued claims, the number filed in Michigan this July was 33 times that reported

for the lowest month (October 1943) but only one-fourth as many as in the highest month (September 1938). Michigan's average number of beneficiaries in July was 31 times the lowest monthly average (October 1943); only Oregon had a July average as much as 13 times the lowest monthly average.

Table 6.—Number of weeks compensated and amount of benefits paid, July 1945, and funds available for benefits as of July 31, 1945, by State

[Data reported by State agencies, corrected to Aug. 27, 1945]

Social Security Board region and State	Weeks compensated for specified types of unemployment				Benefits paid ¹		Funds avail- able for ben- efits as of July 31, 1945 ²	
	All types	Total	Part- total ³	Partial ⁴	Amount	Percentage change from—		
						June 1945		July 1944
Total	803,706	737,761	10,178	33,470	\$14,352,360	+48.2	+230.1	\$6,843,442,523
Region I:								
Connecticut	18,462	(⁵)	(⁵)	(⁵)	362,602	+103.2	+179.5	177,651,030
Maine	7,923	6,467	132	1,324	116,960	+2	+491.6	36,142,781
Massachusetts	23,841	22,068	110	1,663	426,842	+51.6	+86.5	214,865,006
New Hampshire	965	829	13	123	11,124	-19.0	+58.8	21,687,267
Rhode Island	13,111	11,457	(⁵)	1,654	213,484	+37.3	+101.5	71,328,262
Vermont	545	535	3	7	7,855	+32.7	+8	12,368,364
Region II-III:								
Delaware	2,383	2,209	25	149	37,938	+94.0	+850.8	14,527,649
New Jersey	32,499	29,707	25	2,767	536,524	+47.0	+106.5	442,022,917
New York	163,986	160,151	(⁵)	(⁵)	3,181,932	+109.8	+300.0	964,395,670
Pennsylvania	30,066	30,066	(⁵)	(⁵)	516,795	+203.8	+165.5	599,980,432
Region IV:								
District of Columbia	929	913	14	2	16,526	+2.7	-45.1	42,869,694
Maryland	10,569	7,783	57	2,729	170,975	+45.0	+121.1	126,683,427
North Carolina	4,774	4,397	0	377	44,791	+11.8	+119.3	103,741,059
Virginia	4,298	4,002	198	98	44,468	+17.1	+8.2	63,179,009
West Virginia	4,664	2,521	(⁵)	2,143	77,880	+88.4	+22.0	68,688,955
Region V:								
Kentucky	5,868	5,515	276	77	61,013	+9.6	+39.0	84,633,332
Michigan	168,326	167,259	420	647	3,363,293	+37.3	+902.3	265,932,913
Ohio	12,182	11,799	119	264	182,645	+101.4	+215.1	470,956,368
Region VI:								
Illinois	78,090	71,352	3,216	3,522	1,391,852	+27.9	+131.9	508,862,939
Indiana	22,693	21,413	191	1,089	372,721	+52.5	+505.0	182,590,492
Wisconsin	3,943	3,231	148	564	57,591	+38.6	+124.4	180,386,542
Region VII:								
Alabama	8,455	7,910	74	471	104,727	+53.0	+212.0	66,658,117
Florida	11,800	11,228	479	93	157,716	+7.4	+244.4	55,625,568
Georgia	5,358	5,048	40	270	68,663	+62.6	+276.1	78,340,109
Mississippi	3,374	2,756	71	547	35,190	+68.4	+214.8	25,543,231
South Carolina	1,814	1,781	12	21	19,019	-2.9	+43.1	37,631,200
Tennessee	6,568	6,308	133	127	74,632	+22.1	-29.2	83,639,914
Region VIII:								
Iowa	2,838	2,618	149	71	38,944	+25.9	+87.1	50,501,581
Minnesota	3,157	2,885	137	135	45,598	+83.2	+103.0	85,828,585
Nebraska	639	532	11	96	7,242	+27.5	+4.0	25,604,958
North Dakota	47	25	7	15	488	+25.4	-19.6	5,052,485
South Dakota	217	197	4	16	2,181	+3	+308.0	6,309,085
Region IX:								
Arkansas	1,424	1,400	14	10	16,400	+43.1	+85.8	29,114,737
Kansas	3,359	3,080	118	161	47,111	+74.8	+67.1	54,677,166
Missouri	9,128	8,149	145	834	133,962	+96.8	-1.3	160,839,181
Oklahoma	3,587	3,413	106	68	59,296	+141.1	+237.7	46,828,883
Region X:								
Louisiana	6,012	5,775	128	109	91,982	+20.8	+108.8	79,305,588
New Mexico	95	93	1	1	1,053	+17.7	+68.5	9,839,541
Texas	8,054	7,794	260	0	104,472	+56.8	+255.5	151,088,823
Region XI:								
Colorado	778	681	28	69	9,847	-19.0	-23.8	33,833,390
Idaho	587	574	13	0	6,858	-11.7	+134.9	14,254,837
Montana	450	450	(⁵)	(⁵)	5,216	+7.8	+17.1	18,219,294
Utah	264	243	18	3	5,198	-38.8	-28.2	25,745,831
Wyoming	32	25	4	3	590	+79.3	+271.1	7,850,237
Region XII:								
Arizona	1,671	1,657	14	0	24,419	+186.1	+387.3	19,213,023
California	107,337	93,963	3,053	10,321	1,996,913	+10.3	+220.5	722,833,447
Nevada	152	145	3	4	2,205	-15.5	+10.4	9,978,267
Oregon	3,764	2,982	128	654	52,790	+63.2	+255.8	72,025,246
Washington	2,636	2,292	74	170	42,450	-18.6	+115.2	151,212,966
Territories:								
Alaska	89	82	7	0	1,353	-3.8	+19.5	7,790,628
Hawaii	3	1	0	2	34	-26.1	-89.9	17,559,488

¹ Excludes New York because data not reported; Montana and Pennsylvania, which have no provisions for partial and part-total unemployment; and Rhode Island and West Virginia, which have no provision for part-total unemployment.

² Not adjusted for voided benefit checks.

³ Represents sum of balances at end of month in State clearing account, benefit payment account, and in State account in the Federal unemployment trust fund.

⁴ Excludes Connecticut for July; data not reported.

Veterans' Readjustment Allowances

Although the average weekly number of veterans receiving readjustment allowances continued to increase in July, the total amount paid was not as large as in June. Payments are reported for weeks ended during the month, and July had only 4 as compared with 5 in June.

For the second month, Alaska reported no payments. Pennsylvania remained at the top of the list in the average weekly number receiving benefits and rose to the top in the total amount of benefits paid. Expenditures in each of nine jurisdictions—California, Illinois, Michigan, New Jersey, New York, Pennsylvania, Puerto Rico, Tennessee, and Texas—

Table 7.—Nonagricultural placements, by State, July 1945

War Manpower Com- mission region and State	Total	Women	Veter- ans ¹
Total	1,014,327	294,272	100,739
Region I:			
Connecticut	11,968	3,406	809
Maine	6,264	2,290	499
Massachusetts	28,286	11,314	2,738
New Hampshire	2,579	1,221	231
Rhode Island	5,788	1,317	711
Vermont	1,493	721	137
Region II:			
New York	144,316	36,897	9,234
Region III:			
Delaware	2,037	650	169
New Jersey	31,113	12,794	2,355
Pennsylvania	56,814	15,997	5,903
Region IV:			
District of Columbia	5,032	2,435	493
Maryland	9,518	3,581	1,057
North Carolina	22,726	9,515	2,028
Virginia	25,550	9,311	2,098
West Virginia	10,664	2,630	1,357
Region V:			
Kentucky	17,469	3,106	1,798
Michigan	19,888	4,100	3,019
Ohio	51,911	13,638	6,092
Region VI:			
Illinois	39,640	11,577	3,770
Indiana	25,040	7,851	2,310
Wisconsin	31,062	15,040	2,636
Region VII:			
Alabama	21,266	4,626	2,505
Florida	18,130	7,186	2,216
Georgia	25,022	9,407	2,398
Mississippi	10,609	3,307	1,408
South Carolina	14,437	5,336	1,135
Tennessee	20,978	6,449	2,604
Region VIII:			
Iowa	9,671	3,245	1,288
Minnesota	19,641	6,149	2,551
Nebraska	5,089	1,521	626
North Dakota	1,958	327	142
South Dakota	1,836	550	222
Region IX:			
Arkansas	15,778	3,326	2,046
Kansas	10,654	2,623	1,132
Missouri	23,103	5,179	2,650
Oklahoma	13,398	2,943	1,886
Region X:			
Louisiana	10,222	1,776	1,297
New Mexico	4,547	933	675
Texas	56,210	12,720	6,530
Region XI:			
Colorado	13,013	3,075	1,144
Idaho	3,342	690	399
Montana	3,251	514	296
Utah	6,341	2,182	500
Wyoming	1,768	200	286
Region XII:			
Arizona	5,469	1,501	675
California	102,539	25,207	8,595
Nevada	3,681	976	472
Oregon	16,659	4,527	2,880
Washington	27,227	7,503	3,437

¹ Includes placements of veterans of all wars.

are now more than \$100,000 a month.

In New York an average of 3,709 veterans a week applied for allowances, more than the weekly average for any previous month. The State estimated that relatively few discharged veterans are filing claims although there has been a steady increase in the number reapplying for benefits after some period of employment.

Employment Service*

Labor-Market Developments

The civilian labor force rose to 53.8 million persons in July as against 53.1 million in June—chiefly because 800,000 more teen-age boys and girls were working or looking for jobs. The boys accounted for four-fifths of the 560,000 increase in the male labor force. The number of women in the labor force, on the other hand, remained at about the June level despite the entrance of about 350,000 girls in the 14-19 age group.

The number of employed workers rose to 52.7 million, 600,000 more than in June. Without the influx of students, however, there would have been a net decline of some 400,000 employed adults in the 2 months after V-E day—in considerable contrast to the May-July pattern of previous

* Data from Reports and Analysis Service, War Manpower Commission, and from published releases of other Government agencies.

years. Most of the additional workers found jobs in nonfarm employment, which rose by 550,000 to 43.5 million. For the first time since March 1941, the number of employed women was less than in the corresponding month of the preceding year.

About the same number of persons as in June were unemployed—1.1 million. What small increase there was occurred in the age groups 20 and over. An increase of 1 million since V-E day in the number of women engaged in their own housework brought this group back to the levels of early 1944.

In only 9 of the 164 chief labor-market areas will more than 10 percent of the population be unemployed by October 15, the War Manpower Commission estimates. These 9 areas are in 8 States—Maine, New York, Michigan, Alabama, Florida, Kansas, California, and Oregon. Nine other areas, one of which is also in California, will have less than 4 percent unemployed and will actually experience a shortage of labor for important jobs. These estimates are based on the expectation of cut-backs in munitions, military demobilization, withdrawal of women and older workers from the labor force, and the return to school of younger workers.

The WMC estimates that cut-backs in war-production industries and an average monthly reduction of 600,000 in the armed forces may bring unemployment to 6.2 million by December 15, exclusive of the emergency war

workers who will presumably soon leave the labor market. The largest reductions in force will occur in the munitions industries (metals, chemicals, and rubber products), which may discharge 3.8 million workers by December.

Plans have been made by the WMC to enroll 12,000 discharged veterans in medical and dental schools this fall. In addition to the increased need for physicians in this country, many American doctors will be needed in the liberated areas of Europe and China.

Nonfarm Placements

Nonfarm placements of 1 million persons in July were 3 percent less than in June but more than in any other month since January. Of the 17 States which reported more placements than in June, only 5 had increases of more than 10 percent and 9, less than 5 percent. The largest percentage decrease (34 percent) occurred in Michigan and the smallest (0.1 percent), in South Dakota.

The WMC made more than 100,000 placements of veterans, almost nine-tenths of them World War II veterans. Sixteen percent of all placements in Wyoming and 13 percent in Michigan, Mississippi, and New Mexico were of veterans of this war; only New York reported as small a proportion as 5 percent. In general, veterans' placements followed the pattern of all placements; about half were in unskilled jobs in manufacturing industries.

Old-Age and Survivors Insurance

Monthly Benefits in Force and Payments Certified, July 1945

At the end of July, monthly benefits totaling \$24.2 million were in force for 1.3 million persons (table 2).

The number of benefits awarded in July—almost 37,000—was less than in any month since February but still considerably above the volume of previous months and about 50 percent greater than in July 1944. The number of awards of primary and of wife's benefits was about the same as in June, but decreases for all types of survivor benefits resulted in a 7-percent decrease in the total.

The average family benefits in force

for retired worker families were somewhat higher at the end of July than at the end of December 1944 (see the May 1945 BULLETIN, p. 42). While recomputation of benefits to include wages for employment after entitlement to primary benefits contributed to this increase, the main factor was the higher average amount of benefits awarded during 1945 resulting from higher wage levels and an increased number of increment years used in computing the primary benefit amount. Survivor benefits, on the other hand, were affected by a large number of war-connected deaths in which the wage earner's period of noncoverage while in the armed

Table 1.—Estimated average family benefits in force, by type of family, July 31, 1945

Family classification of entitled beneficiaries	Average family benefit
Retired worker families:	
Male primary only.....	\$24.20
Female primary only.....	19.40
Primary and wife.....	38.00
Primary and 1 child.....	35.50
Primary and 2 or more children.....	44.10
Survivor families:	
Widow (aged 65 or over) only.....	20.20
Widow and 1 child.....	34.20
Widow and 2 children.....	47.40
Widow and 3 or more children.....	50.40
1 child only.....	12.40
2 children.....	23.70
3 children.....	35.50
4 or more children.....	46.10
1 parent.....	13.20

Table 2.—Monthly benefits in force¹ in each payment status,² actions effected during the month, and payments certified, by type of benefit, July 1945

[Current month's data corrected to Aug. 14, 1945]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of June 30, 1945.....	1,284,679	\$23,606,761	519,186	\$12,357,934	153,521	\$1,937,031	378,315	\$4,602,331	83,007	\$1,672,764	144,923	\$2,870,973	5,727	\$74,828
Current-payment status.....	1,106,002	20,162,831	430,723	10,310,626	132,155	1,686,602	348,413	4,324,073	81,500	1,642,415	107,597	2,131,699	5,614	73,416
Deferred-payment status.....	4,983	90,462	2,719	57,799	497	5,766	976	12,033	185	4,077	591	10,612	15	175
Conditional-payment status.....	173,694	3,353,468	85,744	1,989,509	20,869	251,563	28,926	356,225	1,322	26,272	36,735	728,662	98	1,237
Suspended.....	144,085	2,735,911	75,229	1,694,788	17,222	201,512	24,099	295,850	808	15,737	26,640	526,934	87	1,090
Frozen.....	29,609	617,557	10,515	294,721	3,647	50,051	4,827	60,375	514	10,535	10,095	201,728	11	147
Actions during July 1945:														
Benefits awarded.....	36,867	695,673	14,028	354,774	4,863	63,876	10,707	134,290	2,516	50,289	4,613	90,664	140	1,780
Entitlements terminated.....	8,440	151,774	2,597	62,430	1,301	16,463	2,636	34,666	250	4,933	1,616	32,742	40	540
Net adjustments.....	-121	5,220	-85	3,564	-25	507	8	1,060	-13	-195	-3	325	-3	-50
In force as of July 31, 1945.....	1,312,985	24,155,880	530,532	12,653,842	157,058	1,985,851	386,394	4,793,024	85,260	1,717,925	147,917	2,929,220	5,824	76,018
Current-payment status.....	1,128,103	20,609,306	440,902	10,575,642	135,493	1,725,498	351,905	4,361,182	83,711	1,686,833	110,371	2,185,456	5,721	74,695
Deferred-payment status.....	5,042	91,391	2,714	57,348	464	5,364	973	11,970	183	3,992	695	12,556	13	161
Conditional-payment status.....	179,840	3,455,183	86,916	2,020,832	21,101	254,989	33,516	419,872	1,366	27,100	36,851	731,208	90	1,162
Suspended.....	149,351	2,816,494	75,853	1,710,184	17,336	203,285	28,554	357,703	843	16,341	26,686	527,966	79	1,015
Frozen.....	30,489	638,689	11,063	310,668	3,765	51,704	4,962	62,169	523	10,759	10,165	203,242	11	147
Payments certified in July.....	23,780	286	11,022	015	1,810	501	4,696	259	1,762	477	2,376	192	70	838

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 4) and terminations (see footnote 3), cumulative from January 1940.

² Benefit in current-payment status is subject to no deduction or only to deduction of fixed amount which is less than current month's benefit. Benefit in deferred-payment status is one withheld entirely for a known period. Benefit in conditional-payment status is one withheld entirely for an indefinite period; if previously in current or deferred-payment status, it is a suspended benefit; otherwise it is a frozen benefit.

³ Benefits are terminated when a beneficiary dies or loses entitlement to benefits for the reasons specified in 1939 amendments, sec. 202.

⁴ Adjustments result from operation of maximum and minimum provisions of 1939 amendments, sec. 203 (a) and (b), and from other administrative actions.

⁵ Distribution by type of benefit estimated; includes retroactive payments.

⁶ Includes \$2,032,040 paid as lump-sum benefits under 1939 amendments (payable with respect to workers who died after December 1939, if no survivor could be entitled to monthly benefits for month in which worker died) and \$964 paid as lump-sum benefits under 1935 act (payable with respect to workers who died prior to January 1940).

forces reduced his average monthly wage. As a result, the average family benefits in force for survivor families changed very little between December and July.

More than \$21.7 million was certified during July for monthly benefits, an increase of 1.6 percent over the June amount. Lump-sum certifications totaled \$2.0 million, 13 percent less than in June.

Monthly Benefits for Which Payment Was Withheld as of June 30, 1945

Of the 1.3 million monthly benefits in force at the end of June, payments were being withheld on 179,000, or 27,000 more than a year earlier. As a proportion of the total benefits in force, however, the number withheld decreased from 15.2 to 13.9 percent.

During the year, the relative number withheld decreased for each type of benefit except widow's and parent's. For these types there has been an almost continuous rise since 1940, but the proportion of benefits withheld as of the end of June was still less than 2 percent.

The proportion of primary benefits in conditional or deferred-payment status reached a high of 19 percent at

Table 3.—Number and amount of monthly benefits in force in deferred or conditional-payment status,¹ by reason for withholding payment and type of benefit, June 30, 1945

[Corrected to Aug. 3, 1945]

Reason for withholding payment ²	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount	Number	Monthly amount
Total.....	178,677	\$3,443,930	88,463	\$2,047,308	21,366	\$257,329	29,902	\$368,258	1,507	\$30,349	37,326	\$739,274	113	\$1,412
Failure to attend school regularly.....	4,137	50,722					4,137	50,722						
Employment of beneficiary.....	146,444	3,030,343	86,792	2,008,998	800	8,897	21,434	270,045	1,281	25,432	36,071	716,154	66	817
Employment of primary beneficiary on whose wages benefit is based.....	22,528	268,954			20,275	244,528	2,253	24,426						
Failure to have care of an entitled child.....	724	13,623									724	13,623		
Previous payment of lump-sum attainment claim.....	582	17,035	391	12,905	99	1,701	4	61	86	2,331	1	23	1	14
Payee not determined.....	1,186	14,558	86	1,882	9	114	1,038	11,536	15	278	36	726	2	22
All other.....	3,076	48,695	1,194	23,523	183	2,089	1,036	11,468	125	2,308	494	8,748	44	559

¹ For explanation of each payment status see table 2, footnote 2.

² As provided under secs. 203 and 907 of the amended act except for the reason "payee not determined," in which case benefit payments are accrued pending determination of guardian or other appropriate payee. When 2 or more reasons

for withholding are reported simultaneously, the case is classified under the first listed reason. In all other instances in which 2 or more reasons apply, the first reported reason is the reason recorded.

the end of October 1943 and has been decreasing since then, except during the second quarter of both 1944 and 1945. Wife's benefits have followed a similar pattern. For widow's current benefits, the proportion in conditional or deferred-payment status reached a peak in November 1944 and has been decreasing slowly since then. The proportion of child's benefits withheld fluctuates during the year, rising highest during the summer months because of vacation employment; the peak has been passed, however, since for each of the first 6 months of 1945 the proportion of benefits withheld was lower than a year earlier.

Most of the benefits withheld because of employment or failure to at-

tend school are in conditional-payment status, since withholding is for an indefinite period. In some cases deductions are made retroactively to make up for earlier months when payments were not withheld or as a penalty for failure to report promptly that benefits should be withheld. In such cases the benefits are in deferred-payment status until the correct amount has been withheld.

The distribution by reason for withholding benefits is about the same as at earlier dates. Employment of the beneficiary accounted for 98 percent of the primary benefits withheld, 97 percent of the widow's current benefits, 85 percent of the widow's bene-

fits, and 72 percent of the child's benefits. Employment of the primary beneficiary was the reason for withholding 95 percent of the wife's benefits and 8 percent of the child's benefits. Failure to attend school regularly was recorded as the reason for withholding 14 percent of the child's benefits. If a child who is working in covered employment and is not attending school reports both facts simultaneously, failure to attend school regularly is recorded as the reason for withholding payments. Otherwise, the recorded reason is the one reported first. Probably both reasons would apply to a large proportion of the children whose payments are withheld for either reason.

Social and Economic Data

Social Security and Other Income Payments

Total income payments in July, \$13.6 billion, were about 1 percent below the June level (table 2). The decline in compensation of employees was responsible for this decrease, since payments were larger for all other major groups. The largest relative increase in any single income classification, the 5-percent rise in social insurance and related payments, was caused by the continuing growth in the volume of veterans' benefits and the sharp upturn in unemployment insurance benefits.

Compensation of employees, 1 percent less than in June, reflected the drop in wages in the two components which had increased so rapidly during the war period—manufacturing and government pay rolls. The sharp drop in factory wages was largely responsible for the fact that estimated wages paid in covered employments were \$130 million less than in June. The decline in government pay rolls was due primarily to the usual seasonal drop in wages and salaries paid in public education, a decrease which this year resulted in a net decline in total government pay rolls since military pay rolls remained relatively stable.

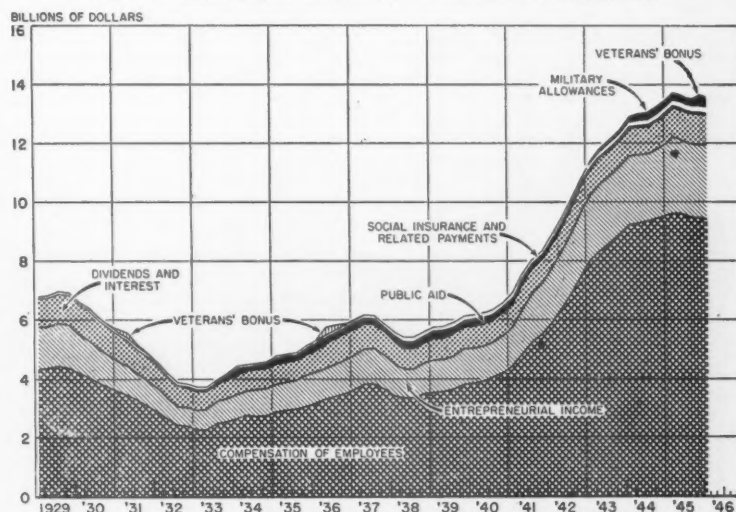
Social Insurance and Related Programs

Payments in July under the selected programs in table 1 amounted to \$144 million, about two-thirds of all social insurance and related payments. Compared with July 1944, payments had increased by almost \$48 million, with benefits under the veterans', old-age and survivors insurance, and State unemployment compensation

programs accounting for \$43 million of the total rise. While payments under all other programs, except under the Rhode Island cash sickness program, were larger than a year earlier, the increases were smaller, both relatively and absolutely, than in previous years.

Monthly retirement and disability payments of \$89 million were more than one-fourth above the July 1944 levels, with the \$15-million increase in payments to veterans accounting for the bulk of the increase. Since July 1944, the number of disabled and aged

Chart 1.—Income payments to individuals, January 1929–July 1945¹



¹ Monthly average for each quarter for the period 1929–44; monthly data thereafter.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

veterans receiving benefits has increased by 360,000. The number of persons in families receiving monthly retirement benefits under old-age and survivors insurance approximated 600,000, about 130,000 more than in

July 1944; payments of \$13 million represented a \$3-million rise. The growth in the number of beneficiaries under the railroad and civil-service retirement systems was less rapid than for the old-age and survivors in-

surance and veterans' programs, and the effect of the increase in payments under these programs on the total rise in payments was relatively minor.

Monthly survivor benefits of \$24 million were received by 571,000 bene-

Table 1.—Selected social-insurance and related programs, by specified period, 1936–45

[In thousands; data corrected to Sept. 6, 1945]

Calendar year and month	Total	Retirement, disability, and survivor programs										Unemployment insurance programs					
		Monthly retirement and disability benefits ¹				Survivor benefits						Rhode Island sickness compensation ¹¹	State unemployment compensation laws ¹¹	Service-men's Readjustment Act ¹¹	Railroad Unemployment Insurance Act ¹¹		
		Social Security Act ²	Railroad Retirement Act ³	Civil Service Commission ⁴	Veterans Administration ⁵	Monthly			Lump-sum ⁶								
						Social Security Act ⁶	Railroad Retirement Act ³	Veterans Administration ⁷	Social Security Act ⁸	Railroad Retirement Act ³	Civil Service Commission ⁴					Veterans Administration ¹⁰	
Number of beneficiaries																	
1944																	
July	466.7	160.2	79.7	833.9	403.2	4.3	339.0	11.9	1.4	0.9	4.4	7.6	65.7			0.3	
August	475.6	160.7	80.1	854.7	411.1	4.3	344.1	14.2	1.7	1.2	4.2	7.0	72.3			.6	
September	482.2	161.2	80.9	875.6	421.8	4.3	350.9	14.2	1.6	1.2	3.7	5.9	63.3	3.3		.7	
October	492.3	162.1	82.2	901.4	434.4	4.3	358.7	15.5	1.6	1.2	3.8	5.6	63.6	8.3		.8	
November	500.6	162.8	83.2	929.6	445.7	4.3	364.7	14.6	1.5	1.5	3.9	5.0	71.4	12.0		.9	
December	508.7	163.5	83.9	955.7	454.3	4.3	372.7	13.0	1.4	1.4	3.6	4.5	74.9	16.8		1.2	
1945																	
January	522.6	163.9	84.8	982.3	467.0	4.3	380.9	15.4	1.5	1.5	3.7	4.4	104.8	23.7		1.9	
February	533.9	164.9	85.4	1,008.1	479.4	4.2	386.3	15.4	1.4	1.5	3.4	4.3	100.1	26.1		1.8	
March	547.1	165.5	86.0	1,037.8	494.7	4.3	405.7	18.7	2.0	2.8	3.8	5.0	103.2	27.8		1.6	
April	558.4	166.0	86.6	1,070.3	510.0	4.3	459.5	17.0	1.9	2.0	3.7	5.3	87.2	28.3		1.2	
May	570.6	166.4	87.3	1,105.6	523.7	4.3	500.9	18.5	2.2	2.3	4.4	7.2	98.0	28.1		.8	
June	582.0	167.1	88.0	1,144.2	537.0	4.4	537.3	17.0	1.9	2.0	4.6	7.1	129.4	31.9		.8	
July	595.3	167.8	88.8	1,194.3	546.8	4.4	570.7	14.7	1.7	2.0	4.7	6.4	185.5	35.5		.6	
Amount of benefits ¹²																	
1936	\$458,896	-----	\$683	\$51,630	\$269,001	-----	\$2	\$69,992	-----	\$4,062	\$3,365	-----	\$131	-----	-----	-----	
1937	501,664	-----	40,001	53,694	259,060	-----	444	56,370	81,278	4,401	3,684	-----	2,132	-----	-----	-----	
1938	969,600	-----	96,766	56,118	301,277	-----	1,383	101,462	10,478	4,604	3,405	-----	395,786	-----	-----	-----	
1939	1,043,089	-----	107,282	58,331	307,512	-----	1,451	109,192	13,896	4,952	3,553	-----	429,228	-----	-----	\$5,696	
1940	1,188,702	\$21,074	114,166	62,019	317,851	\$7,784	1,448	105,666	11,736	2,497	5,810	3,960	518,700	-----	-----	15,961	
1941	1,085,488	55,141	119,912	64,933	320,561	25,454	1,559	111,759	13,328	3,421	6,170	4,352	344,321	-----	-----	14,537	
1942	1,130,721	80,305	122,806	68,115	325,265	41,702	1,603	111,193	15,038	4,114	6,108	4,120	344,084	-----	-----	6,268	
1943	921,463	97,257	125,795	72,961	331,350	57,763	1,704	116,133	17,830	5,560	7,344	4,350	\$2,857	70,643	-----	917	
1944	1,110,588	119,009	129,707	78,081	456,279	76,942	1,765	144,302	22,146	6,591	7,863	4,784	5,035	62,385	\$4,119	582	
1944																	
July	96,347	9,999	10,798	6,536	41,925	6,364	147	12,689	1,656	557	468	392	547	4,348	-----	21	
August	96,362	10,236	10,843	6,506	40,369	6,549	148	12,547	1,968	601	712	476	502	4,808	-----	35	
September	97,743	10,289	10,889	6,549	41,524	6,775	151	13,004	1,962	602	684	398	422	4,246	207	40	
October	100,091	10,573	11,040	6,659	42,271	7,012	147	13,038	2,128	570	708	366	404	4,350	748	46	
November	102,457	10,770	10,982	6,673	43,548	7,172	147	12,924	2,043	523	827	368	464	4,918	1,148	51	
December	105,564	10,903	11,064	6,788	44,485	7,237	147	13,813	1,836	598	693	391	330	5,192	2,016	70	
1945																	
January	111,868	11,257	11,065	6,856	46,993	7,507	143	13,891	2,189	569	830	371	318	7,299	2,428	111	
February	111,874	11,548	11,184	6,810	46,971	7,755	143	14,404	2,181	534	788	319	260	6,435	2,413	98	
March	119,350	11,925	11,253	6,962	49,039	8,094	146	16,042	2,634	764	1,257	388	362	7,242	3,140	100	
April	121,222	12,155	11,270	6,974	50,366	8,297	151	18,450	2,370	748	968	363	387	6,179	2,541	63	
May	128,582	12,450	11,247	7,119	51,950	8,478	147	22,085	2,563	874	1,102	438	440	7,044	2,501	45	
June	135,804	12,701	11,379	7,137	54,804	8,707	152	22,613	2,346	716	956	440	535	9,686	3,572	42	
July	144,225	12,974	11,448	7,220	57,200	8,773	148	24,000	2,033	649	928	470	1470	14,352	3,523	35	

¹ Old-age retirement benefits under all acts, disability retirement benefits under the Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

² Primary and wife's benefits and benefits to children of primary beneficiaries. Partly estimated.

³ Age and disability annuitants and pensioners as of 20th of month. Payments represent amounts certified, minus cancellations. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

⁴ Retirement and disability benefits include survivor benefits under joint and survivor elections; not adjusted for suspension of annuities of persons reemployed under the National Defense Acts of June 28, 1940, and Jan. 24, 1942. Payments principally from civil-service retirement and disability fund but also include payments from Canal Zone and Alaska Railroad retirement and disability funds administered by Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Refunds to employees leaving the service are not included, but are summarized in table 3.

⁵ Veterans' pensions and compensation.

⁶ Widow's, widow's current, parent's, and child's benefits. Partly estimated.

⁷ Payments to widows, parents, and children of deceased veterans.

⁸ Number of decedents on whose account lump-sum payments were made, and amount of such payments.

⁹ For the period January 1937–August 1939, includes payments to covered workers at age 65 totaling \$9.9 million, which are not survivor payments.

¹⁰ Payments for burial of deceased veterans.

¹¹ Number represents average weekly number of beneficiaries. Annual amounts under State unemployment compensation and Rhode Island sickness compensation laws adjusted for voided benefit checks; monthly amounts unadjusted. Data under the Servicemen's Readjustment Act are readjustment allowances to unemployed veterans only and exclude payments to self-employed veterans; data exclude Alaska prior to May 1945.

¹² Number represents average number of persons receiving benefits for unemployment in a 14-day registration period. Annual amounts adjusted for underpayments and recoveries of overpayments; monthly figures unadjusted.

¹³ Payments to individuals: amounts certified, under the Social Security and Railroad Retirement Acts (including retroactive payments) and the Railroad Unemployment Insurance Act; disbursements minus cancellations, under Civil Service Commission and Veterans Administration programs; checks issued by State agencies, under State unemployment insurance and Rhode Island sickness compensation programs and under the Servicemen's Readjustment Act.

¹⁴ Preliminary estimate.

ficiaries under the veterans' program, a 91-percent rise in payments and a 68-percent rise in the number of beneficiaries as compared with July 1944 levels. The increase in average payments under this program reflects both statutory increases in benefit rates and a shift in the beneficiary load, which now includes a larger proportion of cases receiving benefits at the relatively high World War II rate. Under the old-age and survivors insurance program, \$8.8 million was paid to 547,000 beneficiaries; the increase in benefits and beneficiaries since July 1944 was about the same, 38 percent in total benefits and 36 percent in number of beneficiaries. The number of persons receiving survivor payments under the railroad retirement program—4,400—has remained relatively stable over the past year.

Unemployment insurance payments totaled almost \$18 million; a year earlier the total was \$4.4 million. The increase was due to the \$10-million rise in payments under the State unemployment compensation program and to the fact that payments under the Servicemen's Readjustment Act, which this July amounted to \$3.5 million, were not in effect a year ago. Payments under the State unemployment compensation programs reflected an increase in benefit rates in several States as well as the increase in compensable claims. The average weekly number of beneficiaries in July was 182 percent greater than a year earlier, while payments increased 230 percent.

Under the Rhode Island cash sickness program, about 6,400 beneficiaries received an estimated \$470,000. Throughout 1945, the number of beneficiaries and total payments under this program have been less than in the comparable months of 1944.

The 1.1 million beneficiaries receiving monthly retirement or survivor payments under the Social Security Act in July represent some 706,000 families. The 261,000 beneficiaries receiving monthly retirement, disability, or survivor payments under the railroad and civil-service retirement systems are approximately equal to the number of families receiving such payments, since these programs do not provide supplementary payments

Table 2.—Income payments to individuals, by specified period, 1936-45¹

[In millions; data corrected to Sept. 6, 1945]

Calendar year and month	Total ¹	Compensation of employees ²	Entrepreneurial income, net rents, and royalties	Dividends and interest	Public aid		Social insurance and related payments ³	Military allowances ⁴
					Work relief ⁵	Direct relief ⁶		
1936.....	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	-----
1937.....	72,365	44,689	14,162	9,891	1,630	836	1,020	-----
1938.....	66,135	40,845	12,369	8,233	2,094	1,008	1,529	-----
1939.....	70,793	43,870	13,441	8,891	1,870	1,071	1,616	-----
1940.....	76,210	48,218	14,313	9,175	1,578	1,097	1,801	-----
1941.....	92,710	60,262	18,599	9,761	1,213	1,112	1,744	-----
1942.....	117,311	79,970	23,935	9,771	586	1,061	1,844	\$136
1943.....	145,089	101,813	27,161	10,380	57	940	1,703	1,020
1944.....	156,723	112,043	28,017	11,195	-----	944	1,970	2,548
1944								
July.....	13,054	9,379	2,271	935	-----	78	166	224
August.....	13,096	9,383	2,298	940	-----	78	165	231
September.....	13,011	9,346	2,237	947	-----	78	168	234
October.....	13,175	9,398	2,341	951	-----	79	171	237
November.....	13,291	9,446	2,386	958	-----	79	175	238
December.....	13,376	9,530	2,384	964	-----	80	177	240
1945								
January.....	13,538	9,589	2,472	970	-----	80	185	241
February.....	13,723	9,625	2,608	980	-----	80	187	243
March.....	13,660	9,621	2,531	990	-----	80	194	244
April.....	13,562	9,545	2,491	1,002	-----	80	195	249
May.....	13,538	9,486	2,504	1,012	-----	81	202	253
June.....	13,692	9,520	2,493	1,024	-----	81	209	257
July.....	13,563	9,435	2,494	1,032	-----	81	219	259

¹ Compensation of employees; entrepreneurial income, net rents, and royalties; and dividends and interest adjusted for seasonal variation.

² Includes veterans' bonus; July payments were \$43 million.

³ Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions, payments to the armed forces, and, beginning with February 1944, mustering-out pay.

⁴ Earnings of persons employed by NYA, WPA, and CCC.

⁵ Payments to recipients under 3 special public assistance programs and general assistance, value of food stamps under food stamp plan, and farm subsistence payments.

⁶ Payments of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, workmen's compensation, State unemployment compensation, railroad unemployment insurance, veterans' pensions and compensation, and, beginning with September 1944, readjustment allowances to unemployed veterans.

⁷ Government portion of payments to dependents of members of the armed forces; portion deducted from military pay included under compensation of employees as part of military pay rolls.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

for wives and children of disabled workers and since monthly benefits are paid to only one survivor of a deceased annuitant. The 1.8 million beneficiaries under the veterans' program represented about 1.6 million families.

riod, and of 134 and 76 percent from the corresponding figures for the first 6 months of 1944.

Table 3.—Number and amount of civil-service refunds, by specified period, 1943-45¹

[In thousands]

Period	Refunds	
	Number	Amount
1943.....	204.3	\$10,809
January-June.....	72.4	4,238
July-December.....	131.9	6,571
1944.....	704.2	42,156
January-June.....	260.3	15,355
July-December.....	443.9	26,801
1945, January-June.....	458.3	35,882
January.....	83.1	5,798
February.....	87.8	6,502
March.....	83.6	6,521
April.....	66.6	5,393
May.....	62.1	5,108
June.....	75.1	6,500

¹ Refunds principally from civil-service retirement and disability fund, but also include payments from Canal Zone and Alaska Railroad retirement and disability funds administered by Civil Service Commission.

Financial and Economic Data

This month the table on social insurance taxes has been expanded to include contributions under the three retirement and disability programs administered by the Civil Service Commission—the Federal civil-service, the Canal Zone, and the Alaska Railroad retirement systems. Data on these three programs, which include almost all Federal employees covered by Federal contributory retirement systems, are reported regularly in the monthly series on benefits and beneficiaries under selected social insurance and related programs, carried in this section of the *BULLETIN* under the heading "Social Security and Other Income Payments." In July, the contributions under these three programs totaled \$272 million, the highest amount on record. The Federal Government's contribution—\$246.4 million—was 26 percent higher than in July 1944, employee contributions of \$24.4 million were 2 percent higher, while that of

the District of Columbia, \$1.2 million, was 5 percent less.

Federal insurance contributions were \$61.5 million in July; this amount, which was 19 percent greater than July 1944 contributions, raised the total for the first 7 months of 1945 a little above the level of contributions in the corresponding period of 1944. Federal unemployment tax collections of \$3 million were

slightly larger than in July 1944, and the total for the first 7 months of this year also somewhat exceeded collections in January–July 1944. States collected \$173 million in unemployment contributions, slightly more than in July a year earlier, but the 7-month total for this year was 8 percent below the amount collected in January–July 1944.

Though the total amounts of Fed-

Table 5.—Federal insurance contributions and Federal unemployment taxes, by internal revenue collection district, April–June 1945 and fiscal year 1944–45¹

Internal revenue collection district in—	April–June 1945			Fiscal year 1944–45		
	Total	Insurance contributions ²	Unemployment taxes ³	Total	Insurance contributions ²	Unemployment taxes ³
Total.....	\$377,195.0	\$360,557.8	\$16,637.2	\$1,494,422.5	\$1,309,014.1	\$184,508.4
Alabama.....	3,701.7	3,601.9	99.8	15,080.4	13,243.8	1,836.6
Arizona.....	536.5	523.5	13.0	3,109.5	*2,072.0	1,037.5
Arkansas.....	1,145.4	1,123.4	22.0	4,221.2	3,797.2	*424.0
California (2 districts).....	31,828.4	30,902.2	926.1	130,253.6	115,260.5	14,993.1
Colorado.....	1,692.4	1,631.6	60.7	6,935.1	6,162.8	772.3
Connecticut.....	7,829.4	7,582.1	247.3	30,803.3	*26,857.3	*3,946.0
Delaware.....	3,851.5	3,688.5	163.0	14,404.7	13,396.4	*1,008.3
Florida.....	3,127.8	3,065.0	62.8	12,300.3	10,830.5	1,469.8
Georgia.....	3,675.4	3,548.1	127.3	15,186.4	13,510.8	*1,675.6
Hawaii.....	735.6	718.0	17.5	3,026.9	*2,663.2	*363.8
Idaho.....	530.4	519.9	10.5	2,385.3	*2,111.0	*274.3
Illinois (2 districts).....	30,895.3	29,251.5	1,643.8	122,391.2	106,728.0	15,663.2
Indiana.....	6,644.0	6,516.6	127.3	27,900.1	24,424.4	3,475.7
Iowa.....	2,654.3	2,571.1	83.2	11,145.1	9,599.2	1,545.9
Kansas.....	2,073.9	2,018.8	55.1	8,455.9	*7,721.3	734.6
Kentucky.....	2,366.3	2,311.6	54.8	10,054.7	8,808.2	*1,246.4
Louisiana.....	3,017.0	2,933.7	83.4	13,033.8	11,472.4	1,561.4
Maine.....	1,571.5	1,543.8	27.7	6,806.9	*5,972.3	*834.6
Maryland (including District of Columbia).....	5,862.1	5,707.7	154.3	24,693.8	*21,046.7	3,647.1
Massachusetts.....	14,126.1	13,757.5	368.6	56,382.3	*49,729.0	*6,653.3
Michigan.....	28,575.9	26,896.7	1,679.2	111,547.1	*97,383.3	14,163.8
Minnesota.....	5,204.8	4,974.4	230.4	20,733.1	18,241.6	2,491.4
Mississippi.....	883.7	859.8	23.9	3,742.6	3,307.8	*434.9
Missouri (2 districts).....	8,863.3	8,510.0	353.3	35,448.2	31,062.5	4,385.7
Montana.....	408.6	397.8	10.8	1,716.8	1,557.6	*159.1
Nebraska.....	1,592.2	1,543.0	49.2	6,556.1	5,807.0	749.1
Nevada.....	223.5	220.4	3.1	858.0	784.9	*73.1
New Hampshire.....	815.5	790.0	25.5	3,422.0	3,019.9	*402.1
New Jersey (2 districts).....	13,951.4	13,277.9	673.5	54,644.0	*47,330.7	7,313.3
New Mexico.....	307.6	309.7	*-2.0	1,820.5	1,696.4	*124.1
New York (6 districts).....	77,608.5	72,929.6	4,678.9	289,976.9	254,089.4	35,887.5
North Carolina.....	4,534.4	4,389.4	145.1	19,115.7	16,862.1	*2,253.6
North Dakota.....	230.1	222.0	8.1	964.4	883.4	*81.0
Ohio (4 districts).....	25,658.0	24,547.1	1,110.9	100,072.0	*87,280.8	12,791.3
Oklahoma.....	2,635.9	2,545.0	90.9	10,732.8	9,499.9	*1,232.9
Oregon.....	3,185.6	3,278.6	*-93.0	14,312.5	12,530.6	1,781.9
Pennsylvania (3 districts).....	36,525.3	34,358.9	2,166.4	143,338.8	*125,357.5	*17,981.3
Rhode Island.....	2,407.4	2,378.7	28.7	9,949.5	*8,675.8	*1,273.7
South Carolina.....	1,653.4	1,627.7	25.7	7,145.0	6,457.2	*687.8
South Dakota.....	324.6	321.8	2.7	1,198.9	1,101.0	*97.9
Tennessee.....	3,695.0	3,585.5	109.5	14,764.4	12,997.8	1,766.6
Texas (2 districts).....	8,773.5	8,588.1	185.4	36,215.0	31,686.3	4,528.7
Utah.....	741.6	726.3	15.3	3,222.6	*2,833.3	*389.2
Vermont.....	485.8	475.0	10.9	2,016.0	*1,782.7	*233.3
Virginia.....	3,626.0	3,396.6	229.3	14,807.9	12,912.9	1,895.0
Washington (including Alaska).....	6,113.1	5,885.9	227.1	25,660.9	22,636.5	3,024.4
West Virginia.....	2,615.7	2,559.3	56.4	10,685.9	9,345.3	*1,340.6
Wisconsin.....	7,445.7	7,211.9	233.8	30,147.9	26,468.7	3,679.2
Wyoming.....	244.1	234.1	10.0	1,016.6	*914.3	*102.3

Table 4.—Average indexes of industrial production, wage earners, wage-earner pay rolls, and Federal insurance contributions, by quarter, 1942–45

[Corrected to Aug. 31, 1945]

Year and quarter	Index of industrial production ¹	Index of wage earners ²	Index of wage-earner pay rolls ³	Federal insurance contributions ⁴ (in millions)
1942				
First.....	180	142.5	208.6	\$246.7
Second.....	191	149.0	229.6	264.5
Third.....	206	158.6	256.4	278.5
Fourth.....	220	166.0	286.2	276.7
1943				
First.....	228	171.6	307.7	310.7
Second.....	238	174.6	326.5	333.2
Third.....	245	178.1	337.5	318.8
Fourth.....	245	178.6	349.9	290.5
1944				
First.....	239	173.5	343.7	349.6
Second.....	236	167.1	334.6	348.8
Third.....	234	164.8	328.7	326.7
Fourth.....	232	161.1	329.6	272.9
1945				
First.....	231	159.3	328.4	*361.4
Second.....	225	151.7	306.0	(4)

¹ Based on unadjusted monthly index of Federal Reserve Board: 1935–39=100.

² Based on BLS unadjusted monthly index of weekly wages and wage-earner pay rolls in manufacturing industries: 1939=100.

³ Contributions shown for quarter are based on wages earned in that quarter, but contributions are actually collected in the following quarter. Thus \$361.4 million was collected in the second quarter of 1945 but was based on earnings in the first quarter of 1945.

⁴ Not available.

* Less than in preceding fiscal year.

¹ Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from tax receipts in table 6, which is based on the *Daily Statement of the U. S. Treasury*. Amounts listed in this table represent collections made in internal revenue districts in the respective States and covered into Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

² Tax effective Jan. 1, 1937, payable by employers and employees.

³ Tax effective Jan. 1, 1936, payable by employers only. Amounts paid into State unemployment funds not included.

⁴ Represents bookkeeping adjustment made in the last quarter. For corrections in the entire fiscal year, see the last column.

Source: Treasury Department, Bureau of Accounts.

eral insurance contributions and Federal unemployment taxes were larger in the fiscal year 1944-45 than in 1943-44, collections by internal revenue districts showed a decrease in Federal insurance contributions in 16 States and of Federal unemployment tax collections in 24 States (table 5). The largest decreases occurred in the heavily industrialized States of Connecticut, Delaware, Michigan, New Jersey, and Pennsylvania.

Appropriations to the Social Security Board for grants to States and estimated costs of benefit payments under old-age and survivors insurance total \$787 million for 1945-46, or 11 percent more than in the past fiscal year (table 7). The \$463 million appropriated in July under the Labor-Federal Security Appropriation Act of 1946 for grants to States represents increases of 5 percent for the public assistance programs and of 7 percent for administrative costs of State unemployment compensation programs. The increase in the appropriation for costs of unemployment compensation administration does not show up in the figures in table 7, because the 1944-45 appropriation of \$34 million includes \$4.4 million transferred from the War Manpower Commission; a similar transfer has been authorized for 1945-46, and will be included in the appropriation figure as soon as the transfer is made.

Budget estimates for old-age and survivors insurance benefits—\$301 million—represent a rise of 26 percent from the preceding year's level, as compared with a 30-percent increase between 1943-44 and 1944-45.

Expenditures under Board programs were \$68.4 million in July, of which 63 percent went for grants to States and 34 percent for old-age and survivors insurance benefit payments. July expenditures were 4 percent higher than in July 1944, primarily because of a 39-percent increase in old-age and survivors' benefit payments; expenditures for grants to States were 8 percent less. Grants to States in the fiscal year 1944-45 were less than in 1943-44 for each of the 8 programs shown in table 8 except services for crippled children. The majority of States under each program participated in the decrease. Such increases as did occur in a few States under each program were relatively small; for 13 of the 16 States with larger old-age assistance grants

Table 6.—Contributions and taxes under selected social insurance and related programs, by specified period, 1943-45

[In thousands]

Period	Retirement, disability, and survivor programs			Unemployment insurance programs		
	Federal insurance contributions ¹	Federal civil-service contributions ²	Taxes on carriers and their employees	State unemployment contributions ³	Federal unemployment taxes ⁴	Railroad unemployment insurance contributions
Fiscal year:						
1943-44	\$1,292,122	\$445,951	\$267,065	\$1,353,272	\$179,909	\$121,518
1944-45	1,309,919	486,719	285,038	1,251,958	184,544	131,993
1944						
July	51,751	221,045	1,395	172,482	2,948	57
August	293,279	23,560	14,182	160,332	11,727	1,099
September	3,814	24,592	56,936	4,369	666	33,105
October	55,427	23,305	1,464	169,221	3,160	48
November	267,340	24,098	14,414	143,760	11,154	1,110
December	3,974	24,226	55,235	5,899	919	31,761
1945						
January	33,275	24,230	1,156	132,093	13,232	31
February	222,056	24,707	4,679	127,303	114,251	724
March	17,640	23,846	65,494	5,162	9,729	31,471
April	41,157	26,498	1,465	158,365	2,845	359
May	315,615	24,808	8,587	167,886	12,337	2,215
June	4,591	21,803	60,041	5,085	1,575	30,013
July	61,501	* 271,976	1,478	173,108	2,998	50

¹ Represents contributions of employees and employers in employments covered by old-age and survivors insurance.

² Represents employee and Government contributions to the civil-service, Canal Zone, and Alaska Railroad retirement and disability funds; in recent years Government contributions are made in July for the entire fiscal year.

³ Represents contributions plus penalties and interest collected from employers, and contributions from employees in 3 States, deposited in State clearing accounts. Includes amounts transferred from State accounts to railroad unemployment insurance

account in the Federal unemployment trust fund. Data reported by State agencies, corrected to Aug. 29, 1945.

⁴ Represents taxes paid by employers under the Federal Unemployment Tax Act.

⁵ Represents July contributions of \$24.4 million from employees, and contributions for fiscal year 1945-46 of \$24.4 million from the Federal Government and of \$1.2 million from the District of Columbia for certain District government employees.

Source: Daily Statement of the U. S. Treasury, unless otherwise noted.

Table 7.—Federal appropriations and expenditures under programs¹ administered by the Social Security Board, by specified period, 1944-46

[In thousands]

Item	Fiscal year 1944-45		Fiscal year 1945-46	
	Appropriations ²	Expenditures through July ³	Appropriations ²	Expenditures through July ³
Total	\$709,659	\$65,771	\$787,015	\$68,376
Administrative expenses	25,611	2,403	23,015	2,346
Federal Security Agency, Social Security Board ⁴	25,446	1,788	22,870	1,576
Department of Commerce, Bureau of the Census	165	12	145	8
Department of the Treasury ⁵	(*)	603	(*)	762
Grants to States	444,214	46,738	463,000	42,591
Old-age assistance		30,555		28,952
Aid to dependent children	400,800	5,571	431,000	4,471
Aid to the blind		1,010		676
Unemployment compensation administration	* 34,414	9,602	32,000	8,972
Benefit payments, old-age and survivors insurance	* 239,834	16,630	* 301,000	23,139

¹ Excludes war emergency programs.

² Excludes unexpended balance of appropriations for preceding fiscal year. Appropriation for administrative expenses for 1944-45 includes overtime pay; for 1945-46, excludes overtime pay.

³ Based on checks cashed and returned to Treasury. Includes expenditures from unexpended balance of appropriations for preceding fiscal year.

⁴ Represents appropriations and expenditures for salaries and some miscellaneous items; excludes other miscellaneous expenditures of the Board made from Federal Security Agency appropriations. Includes amounts expended by the Board in administration of old-age and survivors insurance, reimbursed from old-age and survivors insurance trust fund to general fund of Treasury.

⁵ Represents amounts expended by Treasury in

administering title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed from old-age and survivors insurance trust fund to general fund of Treasury.

⁶ Not available because not separated from appropriations for other purposes.

⁷ Includes \$4,417,892 transferred from War Manpower Commission as reimbursement for expenditures for employment office facilities and services.

⁸ Represents actual payments during 1944-45 from old-age and survivors insurance trust fund.

⁹ Represents estimated expenditures as shown in 1945-46 budget.

Source: Federal appropriation acts and 1945-46 budget (appropriations); Daily Statement of the U. S. Treasury (expenditures).

in 1944-45, for example, the increases were less than 20 percent.

Old-Age and Survivors Insurance Trust Fund

Receipts of the fund in July consisted entirely of the \$61.5 million appropriated. Expenditures totaled \$25.6 million, consisting of \$23.1 million in benefit payments and \$2.5 mil-

lion reimbursed to the Treasury for administrative expenses. Benefit payments were the highest reported this year, 4 percent above the June amount and 39 percent above July 1944 payments. The excess of income over outgo raised total assets to \$6,649 million, a growth of 21 percent since July 1944. Since no investments were made during the

month, security holdings remained at \$6,546 million, bearing an average interest rate of 2.127 percent as compared with 2.195 percent a year earlier.

Unemployment Trust Fund

States withdrew \$14.9 million for benefit payments in July, 80 percent more than in June and the highest

Table 8.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1943-44 and 1944-45

[In thousands]

State	Fiscal year 1943-44, total grants	Fiscal year 1944-45								
		Total grants	Federal Security Agency					Department of Labor		
			Social Security Board				Public Health Service	Children's Bureau		
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemploy- ment com- pensation ad- ministration	Public health work	Maternal and child health services	Services for crippled children	Child welfare services
Total, all participating States...	\$486,981.6	\$457,295.5	\$338,523.0	\$52,820.9	\$10,055.9	\$34,419.0	\$10,788.8	\$5,486.5	\$3,838.7	\$1,362.8
Alabama.....	4,530.6	5,017.1	3,122.2	772.5	80.7	361.5	349.9	180.2	109.4	40.6
Alaska.....	505.7	483.6	257.9	(1)	(1)	62.0	43.1	72.0	32.7	15.9
Arizona.....	3,301.8	3,108.3	2,322.7	363.6	111.1	139.7	69.6	68.5	15.2	18.0
Arkansas.....	4,249.3	4,861.1	3,167.1	814.7	152.1	325.1	186.4	97.6	80.1	38.0
California.....	48,239.8	45,214.2	38,503.2	1,677.5	1,370.0	2,884.1	358.2	179.6	190.8	51.0
Colorado.....	11,511.9	10,706.1	9,357.8	804.7	121.6	175.8	106.4	71.1	51.7	17.1
Connecticut.....	4,304.4	3,736.9	2,576.8	354.9	24.3	508.9	113.2	64.8	74.3	9.6
Delaware.....	448.0	420.9	134.2	68.1	(1)	133.4	34.2	29.6	8.8	12.5
District of Columbia.....	1,312.4	1,120.5	460.7	128.1	49.5	279.5	73.3	65.9	55.6	7.9
Florida.....	6,892.7	8,540.1	6,482.3	806.7	391.2	435.0	213.5	120.0	69.7	21.8
Georgia.....	7,146.3	6,468.0	4,408.6	599.4	185.3	580.6	394.0	190.2	70.2	39.6
Hawaii.....	684.0	569.8	155.0	109.4	8.9	124.1	72.9	55.3	32.2	11.9
Idaho.....	2,608.2	2,533.6	1,873.8	306.5	43.1	135.2	77.4	63.1	25.2	9.4
Illinois.....	37,668.2	29,882.9	21,565.1	3,812.7	1,049.3	2,536.1	519.0	202.0	166.9	30.8
Indiana.....	13,359.3	11,079.1	8,158.9	1,240.7	401.7	1,849.9	233.2	88.7	68.0	30.1
Iowa.....	10,656.6	10,224.4	8,836.3	548.7	259.7	248.0	148.9	66.6	95.2	21.0
Kansas.....	7,048.6	6,381.3	4,927.2	639.5	216.0	287.0	182.8	80.7	40.3	7.8
Kentucky.....	4,759.9	5,768.3	3,930.4	654.1	130.6	377.2	352.8	154.6	115.3	53.3
Louisiana.....	7,996.4	9,153.3	5,542.0	2,417.1	265.6	452.0	262.9	125.5	71.2	17.0
Maine.....	3,523.2	3,471.3	2,619.4	273.8	153.6	216.8	85.2	66.8	39.0	16.8
Maryland.....	3,668.9	3,433.4	1,860.7	652.8	83.0	469.1	140.5	128.1	68.0	31.1
Massachusetts.....	21,659.9	19,257.9	15,376.0	1,598.8	205.5	1,618.0	245.0	115.9	76.4	22.3
Michigan.....	25,210.8	19,973.3	14,539.1	2,714.7	243.9	1,807.6	357.6	170.8	110.3	49.3
Minnesota.....	12,639.2	13,239.0	10,825.0	1,229.0	223.4	1,095.9	109.5	87.7	127.2	20.2
Mississippi.....	3,113.1	4,092.4	2,614.2	458.9	178.3	248.1	324.3	140.8	92.4	35.4
Missouri.....	19,182.1	16,886.9	13,454.8	2,181.9	(1)	777.1	221.9	99.2	112.0	39.9
Montana.....	2,610.6	2,931.6	2,269.6	303.4	70.0	143.8	48.6	47.5	31.3	17.4
Nebraska.....	5,673.2	5,113.4	4,159.0	498.0	79.3	146.8	87.0	57.1	63.5	22.7
Nevada.....	683.7	611.9	427.4	(1)	(1)	104.6	33.9	27.3	9.2	9.6
New Hampshire.....	1,741.0	1,567.3	1,069.5	144.9	48.8	176.6	46.3	46.2	22.1	12.8
New Jersey.....	7,077.2	7,356.9	4,357.7	815.3	124.7	1,664.2	211.3	100.5	60.1	23.2
New Mexico.....	1,995.8	2,021.9	1,071.3	524.8	49.1	127.0	86.6	106.5	41.2	15.5
New York.....	31,971.2	30,409.1	19,001.0	4,694.0	665.8	4,935.3	686.4	243.8	127.2	55.6
North Carolina.....	5,141.7	4,951.7	2,463.3	977.5	265.5	497.4	396.4	193.4	119.0	39.2
North Dakota.....	2,199.2	2,222.8	1,577.4	359.8	25.0	78.6	74.4	51.9	42.2	13.6
Ohio.....	29,009.6	24,795.2	19,854.0	1,707.1	518.9	2,147.9	320.0	118.7	105.3	23.3
Oklahoma.....	16,825.7	17,901.2	13,811.9	2,966.6	358.2	321.0	207.4	102.6	108.3	35.2
Oregon.....	4,983.3	5,015.2	4,026.3	296.1	81.1	397.4	105.6	65.3	57.1	16.5
Pennsylvania.....	26,324.0	22,154.6	13,723.2	5,052.2	12.6	2,521.3	469.1	213.5	126.3	61.6
Puerto Rico.....	602.9	718.5	(1)	(1)	(1)	(1)	406.0	200.0	81.0	31.4
Rhode Island.....	2,015.1	2,104.3	1,415.5	218.1	17.6	273.2	59.0	46.4	63.8	10.7
South Carolina.....	3,388.7	3,137.7	1,714.8	502.7	111.6	266.4	264.2	157.3	91.5	29.5
South Dakota.....	2,527.0	2,422.9	1,864.3	303.0	29.1	69.6	68.2	33.6	38.5	16.6
Tennessee.....	7,779.9	7,395.9	3,949.2	2,163.6	193.9	480.8	343.9	131.5	91.2	41.7
Texas.....	28,029.4	30,358.0	25,933.1	1,491.0	779.0	1,014.4	655.2	208.6	115.0	51.6
Utah.....	4,309.5	3,726.7	2,876.7	456.2	30.6	181.4	60.9	57.2	66.7	15.1
Vermont.....	1,110.7	966.9	587.2	110.6	29.3	44.4	46.9	20.8	20.8	15.1
Virginia.....	3,127.2	2,923.8	1,192.6	637.0	121.9	515.5	210.6	101.7	106.7	37.7
Washington.....	17,218.1	16,339.7	14,381.0	788.0	149.3	669.5	151.0	79.0	98.6	23.3
West Virginia.....	4,120.7	4,268.5	2,042.2	1,389.7	111.3	402.5	161.2	80.7	56.8	24.2
Wisconsin.....	11,137.9	9,326.7	7,005.3	1,141.0	233.9	536.7	210.9	95.2	81.1	22.7
Wyoming.....	1,057.3	949.3	678.1	72.5	26.2	76.8	34.7	27.7	16.5	16.8

¹ No plan approved by Social Security Board.

² Represents final audit adjustment following discontinuance of program on Jan. 1, 1938.

³ Represents refund of unobligated balance of Federal funds on termination of program on Mar. 31, 1944.

Source: Compiled from data furnished by the Treasury Department, Bureau of Accounts.

monthly amount since October 1942. Thirty-four States withdrew larger sums than in July 1944, when only \$3.9 million was withdrawn by all States combined. State deposits in the fund totaled \$62.8 million, about one-fourth more than a year earlier.

Acquisition of \$35 million of 1½-

percent special certificates of indebtedness, maturing June 30, 1946, raised the total investments to \$7,342 million. The average interest rate on investments did not change from the 1.923 percent at the end of the previous month and compares with 1.902 percent at the end of July 1944.

Total assets increased during the month to \$7,373 million, 24 percent more than on July 31, 1944.

At the end of this July, combined investments of the two funds totaled \$13,888 million, representing 5.3 percent of the interest-bearing public debt on that date.

Table 9.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-45

[In thousands]

Period	Receipts		Expenditures		Assets			
	Appropriations to trust fund ¹	Interest received ²	Benefit payments ³	Reimbursement for administrative expenses ⁴	Net total of U. S. Government securities acquired ⁵	Cash with disbursing officer at end of period	Credit of fund account at end of period	Total assets at end of period
Cumulative, January 1937-July 1945.....	\$7,082,798	\$528,513	\$806,624	\$155,419	\$6,546,281	\$35,938	\$67,048	\$6,649,267
Fiscal year:								
1943-44.....	1,292,122	103,177	184,697	32,607	1,172,036	21,384	16,136	5,446,391
1944-45.....	1,309,919	123,854	239,834	26,950	1,137,411	35,092	32,007	6,613,381
1944								
July.....	51,751	4	16,630	2,437	-12,000	24,747	57,462	5,479,079
August.....	293,279		18,118	2,437		25,620	329,312	5,751,802
September.....	3,814	3,714	18,402	2,437	279,964	26,898	34,760	5,738,492
October.....	55,427		19,204	1,869		26,686	69,326	5,772,846
November.....	267,240		18,996	1,869		26,689	313,806	6,019,320
December.....	3,974	2,530	19,248	1,869	290,000	29,418	8,455	6,004,707
1945								
January.....	33,275	4,938	20,032	2,307	-13,000	30,376	36,371	6,020,582
February.....	222,056		19,431	2,307		32,936	234,129	6,220,899
March.....	17,640	7,673	22,751	2,307	200,000	32,256	35,065	6,221,155
April.....	41,157		21,820	2,370		33,427	50,860	6,238,121
May.....	315,615		22,848	2,370		33,569	341,115	6,526,518
June.....	4,591	105,000	22,354	2,370	392,447	35,092	32,007	6,613,381
July.....	61,501		23,139	2,476		35,938	67,048	6,649,267

¹ Equals taxes collected under the Federal Insurance Contributions Act.

² Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

³ Based on checks cashed and returned to Treasury.

⁴ Figures for October-December 1944, in addition to usual bookkeeping adjustment for April-June quarter, include additional bookkeeping adjustments for

expenditures for fiscal years 1941-42, 1942-43, and 1943-44. Figures in table do not reflect actual outlays in the respective years.

⁵ Minus figures represent net total of notes redeemed; includes accrued interest.

Source: *Daily Statement of the U. S. Treasury.*

Table 10.—Status of the unemployment trust fund, by specified period, 1936-45

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired ¹	Unexpended balance at end of period	State accounts				Railroad unemployment insurance account			
				Deposits	Interest credited	Withdrawals ²	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period ²
Cumulative, January 1936-July 1945.....	\$7,372,826	\$7,342,173	\$30,653	\$8,603,123	\$467,452	\$2,343,704	\$6,726,954	\$502,517	\$34,048	\$44,660	\$645,873
Fiscal year:											
1943-44.....	5,878,778	1,503,000	8,778	1,349,367	88,526	60,000	5,386,403	109,375	8,001	591	498,375
1944-45.....	7,315,258	1,437,173	8,084	1,256,003	113,140	70,492	6,679,108	118,794	10,502	785	636,150
1944											
July.....	5,925,618	43,000	12,618	50,628		3,931	5,427,100	56		24	498,518
August.....	6,215,750	298,000	4,750	284,766		4,550	5,707,316	984		17	508,433
September.....	6,248,160	34,000	3,160	6,878		4,216	5,709,979	29,795		48	538,180
October.....	6,301,412	23,000	33,412	57,245	756	4,882	5,763,096	43	69	45	538,313
November.....	6,550,190	278,000	4,190	252,416		4,593	6,010,922	999		45	539,268
December.....	6,583,434	33,000	4,434	7,071	2,336	4,910	6,015,415	28,585	216	53	565,016
1945											
January.....	6,674,828	74,000	21,828	43,537	50,165	6,970	6,102,174	27	4,637	100	572,654
February.....	6,880,453	220,000	7,453	211,822		6,758	6,307,239	652		92	573,214
March.....	6,914,989	38,000	3,989	11,346	2,702	7,970	6,313,317	28,324	250	116	601,672
April.....	6,956,109	25,000	20,109	46,955		6,137	6,354,135	324		85	601,974
May.....	7,226,959	283,000	7,959	276,677		7,280	6,622,933	2,117		65	604,026
June.....	7,315,258	88,173	8,084	7,261	57,180	8,296	6,679,109	26,888	5,330	96	636,148
July.....	7,372,826	35,000	30,653	62,778		14,932	6,726,955	45		41	645,870

¹ Includes accrued interest.

² Includes transfers from State accounts to railroad unemployment insurance account amounting to \$106,372,000, of which \$101,000 was transferred from Kentucky account in July 1945.

³ Includes transfers from railroad unemployment insurance administration fund amounting to \$38,030,880.

Source: *Daily Statement of the U. S. Treasury.*

Recent Publications in the Field of Social Security*

General

ALTMAYER, ARTHUR J. "The Progress of Social Security in the Americas in 1944." *International Labour Review*, Montreal, Vol. 51, June 1945, pp. 699-721. 50 cents.

A survey of recent developments, country by country.

AMERICAN ASSOCIATION OF UNIVERSITY TEACHERS OF INSURANCE. *Recent Developments in Group Coverage*. Philadelphia: The Association, 1945. 101 pp. (*The Journal*, Vol. 12, Mar. 1945.) \$1.50.

Among the papers included in the 1944 proceedings of the Association are Group Accident and Health Insurance, by Paul S. Fisher; Long-Term Disability Insurance, by I. S. Falk; Prepayment Medical Care Organizations, by Margaret C. Klem; Non-Profit Health Service Plans, by E. A. Van Steenwyk; Employee Pension and Profit Sharing Plans, by Meyer M. Goldstein; Life Insurance, by M. Albert Linton; and Social Insurance, by W. R. Williamson.

AMERICAN FEDERATION OF LABOR. *Report of the Proceedings of the Sixty-Fourth Annual Convention . . . Held at New Orleans, Louisiana, November 20-30, Inclusive, 1944*. Washington: The Federation, 1945 (?). 677 pp.

Includes the report of the executive council on social security, resolutions pertaining to social security, and text of an address by Arthur J. Altmeyer.

"Belgian Social Security Acts, 1944-1945." *Monthly Labor Review*, Washington, Vol. 61, July 1945, pp. 67-71. 30 cents.

BONILLA MARIN, GABRIEL. *Teoria del Seguro Social*. Mexico, D. F.: Compañía Editora Nacional, 1944. 258 pp.

A study of the theory and application of social security and of the organization, financing, and administration of the various types of social insurance.

CLARKE, JOAN SIMEON. "The British Government and the Beveridge Report; Public Assistance Versus So-

cial Insurance." *Social Service Review*, Chicago, Vol. 19, June 1945, pp. 171-184. \$1.25.

Compares the social insurance proposals of Sir William Beveridge with those of the British Government.

CRUIKSHANK, NELSON H. "The New Wagner - Murray - Dingell Bill." *American Federationist*, Washington, Vol. 52, July 1945, pp. 14-16; Aug. 1945, pp. 15-17. 20 cents a copy.

DAWSON, HARRIS P., JR. "Expanding Local Postwar Employment Data to Produce State Estimates." *Journal of the American Statistical Association*, Menasha, Wis., Vol. 40, June 1945, pp. 197-204. \$1.50.

Describes methods developed jointly by the Alabama State Planning Board and the U. S. Bureau of Labor Statistics.

DUCOFF, LOUIS J., and BANCROFT, GERTRUDE. "Experiment in the Measurement of Unpaid Family Labor in Agriculture." *Journal of the American Statistical Association*, Menasha, Wis., Vol. 40, June 1945, pp. 205-213. \$1.50.

A cooperative survey made in April 1944 by the Bureau of the Census and the Bureau of Agricultural Economics.

"The Family Allowances Act." *Ministry of Labour Gazette*, London, Vol. 53, June 1945, p. 92. 6d.

A summary of the provisions.

GELLES, MANUEL. "Financing Social Security." *Political Science Quarterly*, N. Y., Vol. 60, June 1945, pp. 222-240. \$1.

Examines the principles and objectives of a social security program, considers the relationship of costs to benefits, and outlines in general terms a plan for financing on a current-cost basis.

GILLIM, MARION HAMILTON. *The Incidence of Excess Profits Taxation*. N. Y.: Columbia University Press, 1945. 179 pp. (Studies in History, Economics and Public Law. No. 514.) \$2.75.

HAGEN, EVERETT E. "Postwar Output in the United States at Full Employment." *Review of Economic Statistics*, Cambridge, Mass., Vol. 27, May 1945, pp. 45-59. \$5 a year. Compares and criticizes 10 recent estimates of the level of output necessary for full employment.

INTER-AMERICAN COMMITTEE ON SOCIAL SECURITY. *Inter-American Handbook of Social Insurance Institutions*. Montreal: International Labour Office, 1945. 187 pp. \$2.

Part I contains the constitution of the Inter-American Conference on Social Security and lists the members of the Inter-American Committee. Part II, written in the language of the country concerned, describes the social security organizations in each country in the Americas, including legislation, scope, risks covered, amount and type of benefits, and other statistical data.

INTER-AMERICAN COMMITTEE ON SOCIAL SECURITY. *Provisional Bulletin No. 7*. Montreal: International Labour Office, 1945. 32 pp.

Contains an article by Martha M. Eliot on the emergency maternity and infant-care program in the United States, a summary of the meeting of the actuaries at the International Labor Office, and a discussion of occupational risk insurance and social insurance by Juan Bernaldo de Quirós.

KARDINER, ABRAM. *The Psychological Frontiers of Society*. N. Y.: Columbia University Press, 1945. 475 pp. \$5.

KIMMEL, LEWIS H.; LEE, ADAH L.; and MARONY, MILDRED. *Postwar Fiscal Requirements; Federal, State, and Local*. Washington: Brookings Institution, 1945. 166 pp. \$2.

Estimates for the fiscal year 1948-49 for national defense, veterans' benefits, regulation and protection, promotion of economic development, social welfare, debt service, general government, miscellaneous expenditures, governmental business enterprise, and social security finances.

LEAGUE OF NATIONS. *Economic Stability in the Post-War World; The Conditions of Prosperity After the Transition From War to Peace*. N. Y.: Columbia University Press, International Documents Service, 1945. 319 pp. (Report of the Delegation on Economic Depressions, Part II.) \$2.50.

A study of the long-term problem of cyclical fluctuations in economic activity and the fullest possible use of productive resources.

"Lei Orgânica dos Serviços Sociais do Brasil." *Revista do Trabalho*, Rio de Janeiro, Vol. 13, May 1945, pp. 61-63.

The text of the Organic Law of the Social Services of Brazil (Decree-Law No. 7.526 of May 7, 1945), providing for the extension of coverage and eventual consolidation of the various pension Institutes and Funds in Brazil.

MEXICO. INSTITUTO DEL SEGURO SOCIAL. *Código de Seguro Social*. Mexico, 1945. 193 pp.

The basic social security law with subsequent decrees and regulations.

* The inclusion of prices of publications in this list is intended as a service to the reader, but any orders must be directed to publishers or booksellers and not to the Social Security Board or the Federal Security Agency. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, Government Printing Office, Washington 25, D. C.

NATIONAL COMMISSION ON CHILDREN IN WARTIME. *Building the Future for Children and Youth.* Washington: Children's Bureau, U. S. Department of Labor, 1945. 55 pp. Processed.

Proposals for extending Federal-State programs for children and for State and community child welfare services.

TERBORGH, GEORGE. *The Bogey of Economic Maturity.* Chicago: Machinery and Allied Products Institute, 1945. 263 pp. \$3.

Analyzes the doctrine that the United States has reached a stage of economic maturity. Concludes that historical and statistical evidence does not uphold the stagnationist theory and indicates briefly the direction public policy should take.

U. S. BUREAU OF AGRICULTURAL ECONOMICS. *Farm Population Estimates, January 1945.* Washington, 1945. 7 pp. Processed.

Statistics showing changes in farm population for the United States and for each region, 1940-45.

U. S. OFFICE OF WAR MOBILIZATION AND RECONVERSION. *The Road to Tokyo & Beyond.* Washington: U. S. Govt. Print. Off., 1945. 71 pp. (Copies of this report may be obtained from the Division of Public Inquiries, Office of War Information, Washington 25, D. C.)

Sets forth a nine-point economic charter which includes "the broadening and expansion of unemployment compensation, old-age pensions, health and education programs of Federal, State, and local governments."

WHITTON, CHARLOTTE. *Baby Bonuses: Dollars or Sense?* Toronto: The Ryerson Press, 1945. 48 pp. (Canada Must Choose, A Series Dealing With Our Immediate Problems.) 25 cents.

A critical analysis of the social effects of the Canadian family allowance legislation.

Old-Age and Survivors Insurance

BANKERS TRUST COMPANY, NEW YORK. *Analysis of 106 Retirement Plans, 1944-1945.* N. Y.: The Company, 1945. 27 pp.

Tabular presentation of the salient features of retirement plans put into effect during the 16 months ended May 1, 1945.

WERMEL, MICHAEL T., and GELBAUM, SELMA. "Work and Retirement in Old Age." *American Journal of Sociology*, Chicago, Vol. 51, July 1945, pp. 16-21. \$1.

Considers that current proposals to encourage or force old people to retire

from their jobs are in many cases a threat to their best interests, and that more effort should be made to provide jobs adapted to the capacities of the aged person.

Employment Security

AUSTRALIA. PARLIAMENT. *Full Employment in Australia.* Canberra: L. F. Johnston, 1945. 19 pp. 1s. The Government's program.

CHEERNICK, JACK, and HELICKSON, GEORGE. *Guaranteed Annual Wages.* Minneapolis: The University of Minnesota Press, 1945. 146 pp. \$2.50.

A discussion of the general theory, operation of major plans, reactions of employers and employees, and necessary and desirable changes in the traditional relationships between management and labor.

CLIFFE, FRANK B. "Does New York State Have Experience Rating in Unemployment Compensation?" *American Economic Security*, Washington, Vol. 2, July 1945, pp. 3-8. \$1 a year.

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